



# INAUGURAL ANNUAL REPORT - 2016



## INDEPENDENT POLICE COMPLAINTS BOARD (IPCB)

April 2017



**Bryma Vaapen Senssee Kebbie**  
***An exceptional Public Servant and***  
***Member of the Independent Police***  
***Complaints Board***  
***(June 2013 — Jan 2016)***

*Your life was a blessing,  
your memory a treasure.*

# TABLE OF CONTENTS

List of Abbreviations & Acronyms .....	iv
<b>FOREWORD .....</b>	<b>v</b>
<b>1.0 INTRODUCTION .....</b>	<b>1</b>
1.1 Background	
1.2 The Important Role Played by Independent Civilian Oversight of the Police	
<b>2.0 LEGISLATIVE AND OTHER MANDATES .....</b>	<b>3</b>
2.1 IPCB Regulations	
2.2 Policy Mandates	
2.2.1 Agenda for Change- 2008 – 2012 (PRSP II)	
2.2.2 Agenda for Prosperity- 2013-2018 (PRSP III)	
2.2.3 African Commission on Human and Peoples' Rights	
<b>3.0 THE ROLE AND FUNCTIONS OF THE IPCB .....</b>	<b>5</b>
4.0 BOARD MEMBERSHIP .....	5
4.1 Board Members' Profiles	
4.2 Senior Staff Members' Profiles	
<b>5.0 ASPIRATIONS OF THE IPCB .....</b>	<b>9</b>
<b>6.0 CORPORATE ETHOS OF THE IPCB .....</b>	<b>9</b>
6.1 Vision	
6.2 Mission	
6.3 Core Values	
6.4 IPCB Logo	
6.4.1 Logo Interpretation	
<b>7.0 POLICY AND METHODS OF OPERATIONS OF THE IPCB .....</b>	<b>11</b>
<b>8.0 OPERATING ENVIRONMENT .....</b>	<b>11</b>
<b>9.0 INSTITUTION BUILDING .....</b>	<b>12</b>
9.1 Starting Up	
9.2 Key Objectives	
9.3 UNDP Security Sector Reform (SSR) Project	
9.4 APCOF Consultancy	
9.5 Outputs Delivered	
9.6 I Inaugural Board Meeting and Formation of Board Committees	
9.7 Progress Report on the Operationalization of the IPCB	
9.8 Training and Capacity Building	

<b>10.0</b>	<b>OPERATIONALIZATION OF THE IPCB .....</b>	<b>16</b>
10.1	Formal Launch of the IPCB	
10.2	Pre-Launch Activities	
10.3	APCOF Advisory Board Meeting	
10.4	IPCB Presentation to the Constitutional Review Committee	
10.5	Expert Review on the Proposed Toolkit to Support the Implementation of the Luanda Guidelines 29 February to 1 March 2016 Johannesburg, South Africa	
10.6	Formal Opening of New Office Premises and Launch of Focus Group Engagements Report and Website	
<b>11.0</b>	<b>IPCB COMMUNICATIONS STRATEGY .....</b>	<b>19</b>
11.1	Communicating with Complainants	
11.2	Call Centre Service Facility	
11.3	Citizen Journalism	
11.4	Engagement with the Media	
<b>12.0</b>	<b>IPCB 5-YEAR STRATEGIC PLAN - 2016 – 2020 .....</b>	<b>23</b>
12.1	Strategic Goal and Objectives of the IPCB	
<b>13.0</b>	<b>REPORTING TO PARLIAMENT AND THE PUBLIC .....</b>	<b>23</b>
13.1	Maiden Parliamentary Briefing	
13.2	Parliamentary Oversight Committee on Internal Affairs Hearing	
<b>14.0</b>	<b>EXECUTION OF MANDATE – Departmental Reports .....</b>	<b>24</b>
14.1	Board and Committee Meetings	
14.2	Complaints Handling	
14.2.1	Introduction	
14.2.2	Complaints Management	
14.2.3	Review of Complaints Received	
14.2.4	Types of Complaints Received	
14.2.5	Gender Analysis	
14.2.6	Category of Complainants	
14.2.7	Admissibility Status	
14.2.8	Analysis of Complaints Received by Region	
14.2.9	Referral of Complaints	
14.3	Investigations	
14.3.1	Introduction	
14.3.2	Investigation Methods	
14.3.2.1	Investigation Focus	
14.3.2.2	Summoning of Witnesses	

14.3.2.3 Outcomes of Investigations	
14.3.3 Key Milestones	
14.3.4 Summary Analysis of IPCB Investigations as at December 2016	
14.3.5 Main Challenges	
<b>15.0 PUBLIC AWARENESS-RAISING AND SENSITIZATION .....</b>	<b>31</b>
15.1 Regional Launches and Town Hall Meetings	
15.2 District Level Focus Group Engagements	
15.2.1 Modus Operandi	
15.2.2 Poser	
15.2.3 Expected Outcomes	
15.2.4 Findings, Inferences and Conclusions	
<b>16.0 BASELINE SURVEY .....</b>	<b>34</b>
<b>17.0 GENDER INCLUSION .....</b>	<b>35</b>
<b>18.0 PROCEDURES AND PROCESSES .....</b>	<b>36</b>
18.1 Memoranda of Understanding	
18.2 Transitional Arrangements	
<b>19.0 RESOURCE MOBILIZATION .....</b>	<b>36</b>
<b>20.0 CHALLENGES AND CONSTRAINTS .....</b>	<b>38</b>
<b>21.0 ATTEMPTS AT BUILDING POLICE ACCOUNTABILITY .....</b>	<b>39</b>
<b>22.0 CONCLUSION .....</b>	<b>40</b>

## Abbreviations and Acronyms

ACC	-	Anti-Corruption Commission
ACHPR	-	African Commission on Human and People's Rights
AGMJ	-	Attorney - General & Minister of Justice
APCOF	-	African Policing Civilian Oversight Forum
APP	-	Annual Performance Plan
ASJP	-	Access to Security and Justice Programme
CDIID	-	Complaints, Discipline and Internal Investigations Department
CHO	-	Complaints Handling Officer
CMS	-	Case/Complaints Management Systems
CO	-	Communications Officer
CRC	-	Constitutional Review Committee
DPP	-	Director of Public Prosecutions
EMB	-	Executive Management Board
FGE	-	Focus Group Engagement
GoSL	-	Government of Sierra Leone
HRCSL	-	Human Rights Commission of Sierra Leone
IO	-	Investigations Officer
IPCB	-	Independent Police Complaints Board
IPID	-	Independent Police Investigative Directorate (South Africa)
IPOA	-	Independent Police Oversight Authority (Kenya)
IGP	-	Inspector General of Police
JSCO	-	Justice Sector Coordinating Office
LAB	-	Legal Aid Board
MIA	-	Ministry of Internal Affairs
MoU	-	Memorandum of Understanding
MP	-	Member of Parliament
NGO	-	Non-Governmental Organisation
OO	-	Office of the Ombudsman
PSC	-	Public Service Commission
SSR	-	Security Sector Reform
SLP	-	Sierra Leone Police
SLTU	-	Sierra Leone Teachers' Union
SOPs	-	Standard Operating Procedures
TRC	-	Truth and Reconciliation Commission
UNDP	-	United Nations Development Programme

## FOREWORD

*The potential for effective and credible police accountability which is a strategic objective of Government is now a reality in Sierra Leone. This is an undertaking that Government fully committed itself to with the promulgation of the Independent Police Complaints Board Regulations on 11<sup>th</sup> July 2013.*

*Work on the operationalization of the Board began in earnest in May 2014, the very same month that Sierra Leone registered the first Ebola Virus Disease cases. However, the incidence of the EVD crisis and all its attendant problems did not deter the IPCB from forging ahead, as the IPCB felt impelled to continue its 'foundation-laying' work, and argued to the then UNDP Security Sector Programme Manager that the important task of establishing an effective policing oversight body 'cannot wait for Ebola', and must continue.*

*The outcome of such an intrepid move did yield some dividends. On Tuesday 30<sup>th</sup> June 2015, the IPCB presented His Excellency the President with a progress report on the operationalization of the IPCB titled 'Improving Police Accountability in Sierra Leone'.*

*Democracies worldwide are increasingly recognizing the need for civilian oversight of policing so as to promote public support for and cooperation with police agencies. State Governance therefore devolves on all public office holders the responsibility of managing the affairs of state in the interest of **the Common Good**.*

*In the pursuit of this objective, that state governance in its wisdom found it necessary to set up the IPCB which it expects will create a balance between internal accountability mechanisms – in the case of the Sierra Leone Police, the CDIID, and a system of external, non-police (civilian) oversight; with one system complementing and reinforcing the other.*

*The key to restoring and enhancing public trust in the police is openness to external review and oversight. Winning back public trust is crucial to effective policing. This is reflected in the support that Government and donor partners have provided to the establishment and operation of the Independent Police Complaints Board (IPCB) which represents the central component of a national police accountability framework. It is therefore critical that the IPCB functions in an effective and efficient manner, and is seen to do so by the public.*

*The IPCB is, and will remain, a relatively small organization in relation to the police service and the volume of police complaints; as well as ensuring good quality and timely handling of complaints and investigations.*

*This Inaugural Annual Report covers the period May 2014 which marked the start of the Institution Building Process, up to the Formal Launching of the Board by His Excellency the President, Dr Ernest Bai Koroma on Tuesday 20<sup>th</sup> October 2015, to 31<sup>st</sup> December 2016.. The collective gratitude of Members of the Board and Staff goes to first and foremost, His Excellency the President Dr Ernest Bai Koroma who in his keynote address during the*



*Formal Launch of the Board on 20<sup>th</sup> October 2015 did express his satisfaction that the Board of its own volition had subjected itself to the oversight role of Parliament, and that the progress report will also provide a benchmark against which the future endeavors of the IPCB will be measured*

*Our gratitude also goes to the Honourable Vice President and Chairman of the Police Council, Dr Victor Bockarie Foh who in spite of his very busy schedule has always made us feel welcome, whilst also providing us words of guidance and direction. The Honourable Vice President in July 2016, also did the Board the honour of writing the FOREWORD to our 5-Year Strategic Plan.*

*The Secretary to the President Mr Emmanuel Osho Coker, who with great patience and understanding, helped guide our first faltering steps.*

*On behalf of the Board, I would like to thank Honourable Members of Parliament for the time accorded to the Board to discuss its institution building activities, and their support as the IPCB strives towards realizing its objectives.*

*Profound thanks also go to our various partner institution, including the UNDP, ASJP and ISAT, among others, who from the very start in May 2014, and without hesitation decided to invest their faith and trust in an organization devoid of any provenance, which only brought to the table its verbal commitment to the cause of Security Sector Reform. In particular, the IPCB remains indebted to the UNDP which has steadfastly supported it during the formative year, and still continues to support its activities to date.*

*The Board would like to express thanks and appreciation to the National Assets and Government Property Commission for the allocation of a derelict property at New England Ville which with the generous contribution of the UNDP was renovated and now occupied by the IPCB.*

*A special mention should be made of the IPCB's working relationship with its Consultants African Policing Civilian Oversight Forum in South Africa; a relationship which has evolved into a kind of partnership which saw the IPCB being inducted as a member of APCOF's Advisory Board in December 2015.*

*We cannot forget to thank all our stakeholders for their support and encouragement.*

*In conclusion, I should put on record my eternal gratitude to members of the Board who, through their support and counsels, have made our collective efforts at Institution Building a reality. I would like to acknowledge each for their individual contributions and efforts made since inception.*

*Whatever faults, errors, omissions and any other shortcomings there are in this publication, are entirely mine.*

**Valentine T. Collier, GCOR**  
**Chairman, IPCB**



# 1.0 INTRODUCTION

## 1.1 Background

Sierra Leone has made significant progress in building stability after more than a decade of civil war ending in 2002. During the immediate years following the end of the conflict, the Government prioritized rebuilding state institutions with particular attention to the security sector, as well as basic infrastructure.

Although public perceptions of the security sector actions, particularly the police have improved, evidence still reveal a lack of public trust in that institution. It was in the above regard that the Government of Sierra Leone in its Agenda for Change, 2008-2012 (PRSP II), concluded that only through enhancing the capacity of security actors and building oversight mechanisms for the sector can economic growth and peace be sustained. This conclusion rhymes well with the observation of the UN Secretary General in 2005 '*...that we will not enjoy development without security, or security without development.*'<sup>1</sup>

It was also noted that persistent poor quality of police service in terms of insufficient internal security management and control, might in the circumstance provide the catalyst for a new round of civil unrest and lawlessness.

Maintaining a relationship of trust and confidence between members of the Sierra Leone Police (SLP) and the community is essential to effective policing and community safety. The public's perception of the SLP, and of its effectiveness and professionalism, rests in turn on the behaviour and integrity of individual police officers.

Police accountability has an impact on every aspect of policing in Sierra Leone and is a key objective of the Government of Sierra Leone. The Government of Sierra Leone's recognition of the need for effective oversight of the police is reflected in the support that the Government and donor partners have so far provided to the establishment and operation of the Independent Police Complaints Board (IPCB). The establishment of the IPCB now represents a central component of a national police accountability framework. It is therefore crucial that the IPCB functions in an effective and efficient manner, and is seen to do so by the public.

Once fully operational, the IPCB will act as a strong oversight and investigative body, focusing on complaints of excessive police force while at the same time maintaining its status as an independent body at arm's length from the SLP.

## 1.2 The Important Role played by Independent Civilian Oversight of the Police<sup>2</sup>

The Police, unlike other agencies of government, have certain powers which include the power to arrest and detain and the power to use force including lethal force where necessary. While these powers are necessary in terms of the role the Police may be required to play, they also place the Police in a distinctive and sensitive position within democratic states.

<sup>1</sup>UN Secretary-General's Address to the Commission on Human Rights, Geneva, 7 April 2005  
<http://www.un.org/sg/STATEMENTS/index.asp?nid=1388>

<sup>2</sup>IPCB Presentation to the Constitutional Review Committee, 27<sup>th</sup> November 2015, Chapter 2.

It is also precisely because of these powers that suitable control mechanisms are required to ensure that the Police do not abuse their powers and that these powers are constantly used in the interest of public safety.

In almost all police jurisdictions, a transparent and impartial citizen complaints system represents a cornerstone of ethical policing. Complaints systems therefore exist to ensure that police officers act appropriately and proportionately in their interactions with members of the public, and that the police organisation is responsible, accountable and responsive to the community it serves.

The African Commission on Human and Peoples' Rights (ACHPR) at its 40<sup>th</sup> Ordinary Session noted ***“that accountability and the oversight mechanisms for policing form the core of democratic governance and are crucial to enhancing rule of law and assisting in restoring public confidence in police; to developing a culture of human rights, integrity and transparency within the police forces; and to promoting a good working relationship between the police and the public at large”***.<sup>3</sup>

From a historical perspective, there are a number of factors which run counter to moves being made during the past decade to institute oversight mechanisms such as the IPCB here in Sierra Leone. In Sierra Leone as with a number of other African States contemporary policing is an inheritance of our colonial past, and was created and groomed to enforce law and maintain order so that the colonizers could exercise dominance over the colonized. Policing then did not aim at meeting the needs of local communities; rather colonial police forces were trained and deployed as 'forces of occupation' to suppress any form of protest or dissent.

At Independence, post-colonial leaders adopted the status quo in all its forms. Post-colonial States in general thus experienced many instances of violation of basic human and peoples' rights associated with police enforcement of law and order especially during civil unrest. It is only within recent history, starting in the early 1990s and onwards, that African States including Sierra Leone started embarking on democratic reforms and giving increasing recognition to citizens' human rights. But, draconian police methods continued to exist particularly when dealing with civil unrest and protests and also, in dealing with cases of other criminal activities resulting in serious injuries and at times fatalities.

It is therefore within the above historical context coupled with Government's determined efforts at Security Sector Reform in which Civilian Oversight of the Police constitutes an integral part, that led to the creation of the IPCB.

The important role of independent civilian oversight as part of democratic governance was recognized in a 2006 Resolution of the ACHPR, urging all African Union Member States

***'... to establish independent civilian policing oversight mechanism where they do not exist, and which shall include civilian participation'.***<sup>4</sup>

However, the establishment of a civilian oversight structure on its own is not sufficient. It is important that such an oversight structure has the necessary capacity and powers to carry out its functions effectively. The United Nations Special Rapporteur on ***Extrajudicial, Summary or Arbitrary Executions***<sup>5</sup> did identify five key characteristics for a successful oversight mechanism listed hereunder.

<sup>3</sup>ACHPR 40<sup>th</sup> Ordinary Session 15-29 November 2006. Full text of Resolution at Appendix 1

<sup>4</sup><http://www.achpr.org/sessions/40th/resolutions/103a/>

<sup>5</sup>Philip Alston: Human Rights Council Fourteenth session Agenda item 3: Promotion and protection of all human rights, civil, political, economic, social and cultural rights, including the right to development - Report of the Special Rapporteur on extrajudicial, summary or arbitrary executions

## I. Implementation of Recommendations

An oversight structure which is responsible for receiving, cataloguing, and investigating complaints against the police is likely to develop a powerful understanding regarding the drivers of police misconduct. Many external oversight agencies have a mandate which is limited to review and investigation of individual complaints without the ability to ensure that recommendations made are implemented or where police are not legally obligated to respond or follow these recommendations. Oversight structures which have the power to not only make recommendations (covering both specific cases and broader policy recommendations) but also ensure these recommendations are implemented are more likely to be successful.

### ii. Provision of Resources

A second important element for an effective external oversight mechanism is, adequate resources. There needs to be resources to employ skilled investigators, appropriate technology, adequate facilities, and financial resources to undertake long term and complex investigations.

### iii. Independence

It is important that an oversight mechanism is free from both political and police interference. Independence is strengthened if the mandate of the organization is enshrined in domestic law and established through an Act of the Legislature.

### iv. Transparency and Reporting

The work of an external oversight mechanism involves ensuring the transparency and the legality of police behaviour. External mechanisms must follow these same rules. Reports on investigations and oversight activities must be made as transparent as possible. This should include responding to citizen complaints in a timely fashion and that it communicates investigation progress or outcomes to the relevant individuals.

### v. The need for Community Support

Civilian oversight of the police requires the active engagement of the people. It is necessary for civilian oversight mechanisms therefore to engage with community and community groups with which it serves.

## 2.0 LEGISLATIVE AND OTHER MANDATES

The IPCB Regulations were drafted taking into account standards for external police oversight bodies recommended by the UN in a Study on Police Oversight Mechanisms by the Special Rapporteur on Extrajudicial, Summary or Arbitrary Executions, Philip Alston in 2010<sup>6</sup> and in the Commonwealth Human Rights Initiative (2005 Report) titled, *Police Accountability: Too Important to Neglect, Too Urgent to Delay*.<sup>7</sup>

<sup>6</sup> UN: Report of the Special Rapporteur on Extrajudicial, Summary or Arbitrary Executions  
Author: Philip Alston, May 28, 2010

<sup>7</sup> CHRI's 2005 Report to the Commonwealth Heads of Government Meeting, *Police Accountability: Too Important to Neglect, Too Urgent to Delay*, was launched in Malta on the 22nd November 2005, by the Minister for Justice and Home Affairs in Malta. The Report has also been released regionally. The launch for the Africa region was held in Ghana on 13 October 2005. The South Asia launch took place in Delhi on the 5th November 2005.

## 2.1 IPCB Regulations

In July 2013, the Police Council, under section 158 of the Constitution of Sierra Leone (Act No 6 of 1991) gazetted the Independent Police Complaints Board Regulations.

The IPCB's functions are set out in section 3 of the IPCB Regulations and include the following:

(1) The Board shall investigate:

- The death of any person while in the custody of the police;
- A fatal road accident in which a police vehicle is involved;
- A shooting incident where a police officer has discharged a firearm or killed a person;
- Incidents of injuries, assault or wounding caused by a police officer;
- Allegations of misconduct involving an officer of the rank of Superintendent or higher;
- Any matter involving misconduct by the police referred to it by the Inspector-General of Police where the Inspector-General of Police thinks an independent investigation will be in the public interest;
- Any matter or incident which it thinks the action or inaction of the police is likely to impact significantly on the confidence of the people in the police;
- Any matter whether remote or otherwise which gave cause for an investigation to be conducted under this regulation.

(2) The Board shall advise the Police Force on ways in which incidents involving the Police Force as provided in these Regulations may be avoided or eliminated.

The functions of the IPCB as set out above provide it with a broad mandate to not only receive complaints, but to investigate specific cases of police abuses, and recommend proactive remedial action that can be taken to avoid future reoccurrence.

## 2.2 POLICY MANDATES

### 2.2.1 Agenda for Change- 2008 – 2012 (PRSP II)

The Government of Sierra Leone in its Agenda for Change, 2008-2012 (PRSP II), concluded that only through enhancing the capacity of security actors and building oversight mechanisms for the sector can economic growth and peace be sustained. The initiative to establish the IPCB therefore speaks to the Government's agenda in building strong oversight mechanisms for the Sierra Leone Police, with the IPCB being one of the key actors within the security sector in Sierra Leone.

### 2.2.2 Agenda for Prosperity- 2013-2018 (PRSP III)

The aims and objectives set out in the Agenda for Change have over the years seen the emergence of fresh perspectives and needs which are critical to the achievement of the national development agenda for Sierra Leone as articulated in the Agenda for Prosperity (PRSP III) under Pillar 7 - Governance and Public Sector Reform.

### 2.2.3 African Commission on Human and Peoples' Rights

In its 2006 Resolution, the African Commission on Human and Peoples' Rights (ACHPR) recognized police accountability and oversight mechanisms as playing central roles in democratic governance, noting the potential of such mechanisms for:

***'enhancing the rule of law and assisting in restoring public confidence in the police; to develop a culture of human rights, integrity and transparency within police forces; and to promote a good working relationship between the police and the public at large'.<sup>8</sup>***

## 3.0 THE ROLE AND FUNCTIONS OF THE IPCB

The role and functions of the IPCB are to receive and investigate complaints of a serious nature, and thereby to increase the public's confidence in policing. The IPCB is intended to act as an oversight and investigations body with a national scope and responsibility.

These were all issues which caused the Government of Sierra Leone (GoSL), in response to popular demands, to decide that the SLP could no longer investigate itself, therefore requiring a new and independent agency to carry out thorough and impartial investigations. Where necessary this new body could then also recommend disciplinary or criminal proceedings against police officers, or changes to SLP policies and practices, as a means of ensuring that similar incidents could be avoided or eliminated in the future.

The underlying purpose of the IPCB is therefore to ensure that the SLP works constructively and effectively with the public, and that citizens have recourse to an independent agency and process that will help to improve policing across the country and restore the public's confidence in the SLP as an institution. Aside from improving policing services throughout Sierra Leone, this response will also help avert problems before these lead to serious public unrest or violence.

## 4.0 BOARD MEMBERSHIP

The Independent Police Complaints Board (hereinafter referred to as the 'Board') consists of a Chairperson and six other members listed hereunder and as provided for in section 1(2) of the Regulations :

Mr. Valentine T. Collier – Chairperson

Mr Bryma Kebbie<sup>9</sup> - Human Rights Commission of Sierra Leone representative

Mr. Elvis Kargbo - Sierra Leone Bar Association representative

Mr. Shollay-Davies - Anti-Corruption Commission representative

Rev. Dr Usman Fornah - Inter-Religious Council of Sierra Leone representative

Ms. Doris Saffa- Nyangbe - Police Council representative

Mr. Teddy M. Williams - Ministry of Internal Affairs representative.

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<sup>8</sup>Resolution 103a on Police Reform, Accountability and Civilian Police Oversight in Africa 40th Ordinary Session held in Banjul, The Gambia, from 15th to 29th November, 2006.

<sup>9</sup>Mr Bryma Kebbie died on 2<sup>nd</sup> January 2016 and was replaced by Mr Brima Sheriff.

## 4.1 Board Members' Profiles



**Valentine T. Collier, GCOR**  
***Board Chairman***

A career civil servant with many years work experience as Secretary to the Cabinet and Head of Civil Service, Commissioner, Anti-Corruption Commission and Chairman, Public Service Commission.

Charged with the overall responsibility of the Board as set out in the Independent Police Complaints Board Regulation 2013. Ensuring that the aims and objectives of the Board are met.

### **BOARD MEMBER: Representing the Human Rights Commission Sierra Leone**



**Mr Brima Abdulai Sheriff**

Commissioner Sheriff is a seasoned Human Rights Activist with over eight years practice working in local and international contexts at senior management level with extensive practice in strategic planning and campaigning, with a deep focus on Organizational Development and Change Management. He was Director of Amnesty International - Sierra Leone (2007-2012).

### **BOARD MEMBER: Representing the Anti-Corruption Commission**



**Mr. Shollay Davies** is currently the Deputy Commissioner of the Anti-Corruption Commission (ACC) in Sierra Leone and Financial Secretary of the Network of Anti-Corruption Institutions in West Africa (NACIWA). He has served the ACC for over a decade and has worked extensively in the Public Sector.



**BOARD MEMBER: Representing the Inter-Religious Council of Sierra Leone**



**Rev. Dr. Usman Fornah** is National Superintendent of the Wesleyan Methodist Mission in Sierra Leone. He has served the Wesleyan Church of Sierra Leone for twenty nine years as a pastor in a number of local Churches in Sierra Leone. He is currently, President of the Evangelical Fellowship of Sierra Leone, Chairman of the Board of Directors for The Evangelical College of Theology (TECT), Executive Member of the Council of Churches in Sierra Leone and General Secretary of the Inter-Religious Council of Sierra Leone (IRCSL). In January 2012 in Panama City, he was appointed, Coordinator of the Wesleyan Churches in Africa.

**BOARD MEMBER: Representing the Ministry of Internal Affairs**



**Mr Teddy Munda Williams** is a retired Senior Police Officer with over 18 years work experience in the Sierra Leone Police Force. Built a career in Police Administration and Security Services Management. Served as Inspector General of Police, 1996 – 1997.

**BOARD MEMBER: Representing of the Sierra Leone Bar Association**



**Elvis Kargbo Esq.** is a Barrister and Solicitor of the Higher Court in Sierra Leone with 16 years practice in both Criminal and Civil Laws. He is a Commissioner for Oaths and Notary Public. He serves as Legal Adviser and Retainer for a number of government and private institutions and companies in and outside of Sierra Leone. Mr. Kargbo is a former President of the Sierra Leone Bar Association.



## 4.2 Senior Staff Members' Profiles



### **Mrs Emerlin George**

#### *Board Secretary*

A Chartered Secretary. In charge of the Secretariat of the Board and Vote Controller. Maintains general responsibility for the management and administration of the Board, including all Board activities and Board meetings.

Ensuring compliance with all policies and administrative guidelines. Maintains budget oversight and ensures effective and efficient use of Board resources.



### **Mr David M. Farma Jr.**

#### *Investigations Officer*

An experienced Investigator charged with the responsibility of investigating complaints lodged with the Board.

Ensures compliance with the Standard Operating Procedures for investigations approved by the Board. He previously supervised proactive investigations at the Anti-Corruption Commission.



### **Mr Rashid Kabba**

#### *Complaints Handling Officer*

Development Planner and Research practitioner with previous countrywide work experience in community development and advocacy in human rights both with public and private sector.

In charge of Complaints Management; ensuring that the IPCB's complaints handling system is responsive to complainants.



**Mr Amadu Femoh Sesay**  
Communications Officer

With professional training in Journalism & Public Relations, he is charged with the responsibility for the development and implementation of an effective communications programme / strategy for the Board.

Develop, maintain and manage media relationships and media interactions; communicating the range and diversity of the IPCB's activities to all stakeholders and to the general public.



**Mrs. Althea Pamler**  
Finance Officer

Responsible for the management of financial records and related tasks, and for overseeing the efficient use of GOSL and Donor funds. Also ensures compliance with administrative guidelines of the Board relating to financial management

She brings in a wealth of experience from the Private and NGO sectors where she had spent most of her working life.

## **5.0 ASPIRATIONS OF THE IPCB**

The enactment of the Regulations to create an independent police oversight body and the establishment of the IPCB represent important milestones in the process of reforming the security sector in Sierra Leone. The intention is to build a strong independent accountability mechanism for the SLP. For this to happen, the IPCB should be seen as a crucial component of a holistic framework for police accountability in Sierra Leone.

It was therefore crucial that the IPCB's operationalization processes ensure that what emerged should be a strong institution which inspires public confidence not only in the IPCB itself but also in the policing of the country.

## **6.0 CORPORATE ETHOS OF THE IPCB**

The IPCB is a non-departmental public body established under Section 158 of the Constitution of Sierra Leone 1991 (Act No. 6 of 1991), and is neither a section nor a division of the SLP.

## 6.1 Vision

The IPCB exists to ensure that the Sierra Leone Police is responsive to the needs and concerns of the people of Sierra Leone, which it serves.

## 6.2 Mission

The IPCB's mission is to build public trust and confidence in the Sierra Leone Police by seeking to establish the truth, determining fact, and ensuring that justice can prevail.

## 6.3 Core Values

In line with the IPCB's Vision and Mission which consist in its statutory oversight functions, the actions of the IPCB will be based on the following guiding principles:

- **Integrity** - consistency of actions, methods and principles based on honesty and truthfulness;
- **Justice and Respect for Human Rights** - are the cornerstone of human dignity, freedom and development - Injustice anywhere is a threat to justice everywhere;
- **Independence** – the IPCB is not subject to the control or direction of any other authority in the performance of its functions;
- **Transparency and Impartiality** – guaranteeing that in the discharge of its functions, fairness and equity will always prevail; and
- **Responsiveness** – carrying out its functions with diligence and promptness to meet the needs of its clients.

## 6.4 IPCB Logo

On 19<sup>th</sup> December 2014, His Excellency the President, Dr. Ernest Bai Koroma, who is also Minister for the Public Service, gave his consent for the IPCB to adopt and use a newly designed Logo, giving an 'identity' (branding) to the Board. The Logo will also be used as the Official Seal of the IPCB to authenticate all official documentation of the Board.

### 6.4.1 Logo Interpretation

*The Logo depicts the sum total of the Vision, Mission and Core Values of the Independent Police Complaints Board (IPCB) within the context of Security Sector Reform in Sierra Leone, which requires the building of effective and accountable institutions for increased citizen security and safety.*

*The above actions are expected to ensure democratic governance of the security sector on the basis of the Rule of Law which is recognized as crucial to securing peace and sustainable development in Sierra Leone.*

*Injustice anywhere is a threat to justice everywhere; therefore the **Scales of Justice** unevenly set, is weighted in favour of justice and fairness which should and must reign supreme;*

*and the wings which enable (hopefully and expectantly) that justice will rise and soar over and above all other considerations. The national colours are depicted in the wings in flight.*

*The Motto, 'DO JUSTLY' sums up all of IPCB's endeavors in the above regard.*

*The motto is also sending out two messages viz: admonishing IPCB to live up to expectations by deeds and actions, and simultaneously 'talking' to the Police and society in general.*

## **7.0 POLICY AND METHODS OF OPERATIONS OF THE IPCB**

Best practice within countries in the Commonwealth indicates that apart from investigating individual complaints, oversight bodies need to be able to review patterns of police behaviour and the systemic functioning of internal discipline and complaints processing systems. In the absence of these trend-monitoring and review powers, they may end up receiving repeated individual complaints about similar forms of police misconduct without being able to identify and address their root causes.

This will allow the IPCB to use its powers to self-direct investigations and to convene public interest hearings as a way to address the more organizational or systemic types of challenges facing the SLP, and which may be generating many of the complaints against the police.

## **8.0 OPERATING ENVIRONMENT**

The IPCB's principal responsibility is focussed predominately on securing and maintaining public confidence in its complaints and investigations systems. The IPCB's own reputation is crucial to achieving these aims; if the IPCB and its work are not well understood and respected, this will affect public confidence in the system it oversees.

Equally, the Vision, Mission and Core Values of the IPCB therefore reflect the need for the IPCB to be a credible and reliable independent police oversight body. In the process of institution building, the IPCB has finalised a number of organisational, regulatory and procedural arrangements that now govern its functions and performance.

These inter alia include:

- A Work Study on the staffing of the IPCB and Job Descriptions;
- Board and Staff Members' Codes of Conduct;
- Standard Operating Procedures that cover the following areas
  - Board Standard Operating Procedures
  - Policy and Standard Operating Procedures for the Management of Complaints
  - Policy and Standard Operating Procedures for the Management of Investigations
  - Policy and Standard Operating Procedures for the Management of Research within the IPCB
- Communications Strategy and Action Framework
- Monitoring & Evaluation Framework.

## 9.0 INSTITUTION BUILDING

### 9.1 Starting up

The Chairman assumed office in May, 2014 and started with significant handicaps. Seed money in the amount of Le 91 million up to the present could not be accessed. The ASJP Consultant Mr Mark Reber on a 60 –day assignment for the start- up process had only 20 days left to work with when the Chairman took up office.

Rented office accommodation was secured in October 2014 at 167 Circular Road, Freetown. Recruitment of core staff was done by the Public Service Commission in September 2014 for the following positions:-

- Board Secretary
- Accountant
- Investigations Officer
- Complaints Handling Officer
- Communications Officer.

All of the above took up office on 1<sup>st</sup> October 2014.

### 9.2 Key Objectives

The Board at the very inception had in view four key objectives viz:

#### **a. Opening up of a direct line of communication with the Executive Management Board (EMB) of the Sierra Leone Police**

The first of two briefing sessions was held on Wednesday 2<sup>nd</sup> July, 2014 at Police Headquarters during which the Chairman outlined the IPCB's policy of a non-confrontational approach with the Police in delivering on its Mandate.

The IPCB would rather see itself as a '**BRIDGE BUILDER**', i.e. re-establishing and maintaining a relationship of trust and confidence between members of the Sierra Leone Police and the community which were prerequisites for effective policing and community safety.

A second briefing session was held on Wednesday 24<sup>th</sup> July, 2015 during which the EMB was given an update of the process of operationalization including transitional arrangements the IPCB intended putting in place wherein CDIID would in the interim continue to undertake investigations on behalf of the IPCB. As the IPCB's operational capacity grew, the requirement for such an approach to the management of cases will diminish.

A modus operandi to manage this arrangement in the form of a draft Memorandum of Understanding was forwarded to the Inspector General of Police for consideration on 23<sup>rd</sup> June 2015. IPCB is still awaiting a feedback.



**b. Within the shortest possible time, secure a government - owned asset for office accommodation rather than relying on costly rented private property**

The above was taken up with the UNDP which was perspicacious enough to evince merit in the proposal and provided all the necessary support and funding for the renovation of the New England building which again at UNDP's expense, was formally opened on Thursday 13<sup>th</sup> October, 2016.

**c. Making IPCB accountable to Parliament and the People**

The IPCB, notwithstanding the fact that it had not been expressly spelt out in its Regulations, has of its own volition, committed itself to be accountable to Parliament and the Public. The IPCB recognizes that the role of Parliament is a crucial aspect of its oversight remit, hence the need to get engaged as soon as humanly possible, as well as communicating its work in a way to engender public confidence.

**d. Building Partnerships**

The IPCB at its very formative stage initiated action in June 2014 to build working partnerships and had been in discussions with the Complaints, Discipline and Internal Investigations Department of the Police (CDIID), the Police Community Relations Department, the Public Service Commission (PSC), the Public Sector Reform Unit (PSRU), the Justice Sector Coordinating Office (JSCO),

the Legal Aid Board (LAB), the Human Rights Commission of Sierra Leone (HRCSL), Office of the Ombudsman (OO), UNDP, Access to Security and Justice Programme (ASJP) and the International Security Advisory Team (ISAT).

The basis on which these meetings were held centred on the following:

- Development of Protocols for a working relationship with the Police.
- Defining the roles and responsibilities of different entities particularly between IPCB, the Human Rights Commission of Sierra Leone (HRCSL) and the Office of the Ombudsman (OO).
- Clarify overlaps between the IPCB and the Complaints, Discipline and Internal Investigations Department (CDIID), and Police Internal Disciplinary Regulations.

The meeting of minds during those engagements led to the acceptance that despite variations in mandates, active partnerships should be developed and sustained to serve a common purpose. A high level of collaboration was therefore the key. Knowledge and information - sharing, together with linked human resource capacity development featured prominently, as did complaints handling and management, and investigation training. Some quality time was also spent getting acquainted.

### 9.3 UNDP Security Sector Reform (SSR) Project

The UNDP Security Sector Reform (SSR) Project has been a key source of support for the establishment of the IPCB in terms of capital inputs and through a series of focused interventions aimed at ensuring that the IPCB was empowered operationally to perform its core functions. Thanks to their timely intervention, IPCB was provided with a range of office equipment, furniture and stationery plus a brand new Toyota vehicle and two motor bikes.

Just as the planned project activities were gaining momentum, Sierra Leone registered the first Ebola Virus Disease cases in May 2014 which quickly resulted in a serious crisis never seen before in any country. This resulted in many of the planned activities to support the operationalization of IPCB not being achievable. However, the IPCB felt impelled to continue the 'foundation-laying' work, and argued to the then UNDP Security Sector Programme Manager that the important task of establishing an effective policing oversight body 'cannot wait for Ebola', and must continue.

### 9.4 APCOF Consultancy

Matters came back on stream on 24<sup>th</sup> November 2014 when the UNDP signed the MICRO-CAPITAL GRANT AGREEMENT with the AFRICAN POLICING CIVILIAN OVERSIGHT FORUM (APCOF) based in South Africa, to provide consultancy services for the period ending 30<sup>th</sup> June 2015 to support the operationalization of the IPCB.

Due to the continued incidence of EVD, APCOF was not able to base the Project Team Leader here in Sierra Leone. Support therefore took place via remote operations. While this was not ideal, the system of communications between APCOF, UNDP and IPCB worked fairly well though it did result in some delays.

In response to the delay caused to the project because of the EVD crisis, the agreement between APCOF, the UNDP and the IPCB was extended to 30<sup>th</sup> September 2015.

As at 31st October 2015, all core internal and external operational documents had been developed and finalized as listed in paragraph 9.5 - Outputs Delivered below.

### 9.5 Outputs Delivered

Output 1: **Complaints Audit** completed, informing the recommendations of the process to be undertaken to operationalize the IPCB specifically regarding the development of Standard Operating Procedures (SOPs) and capacity requirements of the IPCB.

Output 2: **Standard Operating Procedures (SOPs)**

- SOPs on **Complaints, Investigations, Public Hearings and Research** together with **Board Rules**.
- Development of internal systems - a **Work Study** was produced spelling out the IPCB staffing requirements to meet its mandate.
- Draft **MoUs** to underpin and formalize relations between the IPCB and its stakeholders specifically the CDIID, HRCSL and the OO.



Output 3: **Monitoring and Evaluation Framework** developed.

Output 4: **Communications Strategy** together with Action Framework developed.

Output 5: selection of **three information leaflets** developed viz:

- About the IPCB
- How to Lodge a Complaint
- Guiding Principles for Democratic Policing in Sierra Leone.

Output 6: Manual for a Multi-Agency Training on the IPCB developed and training of IPCB Staff and Stakeholders conducted.

Output 7: IPCB Communications Strategy Workshop facilitated.

Output 8: IPCB Website developed.

Output 9: Consultancy support provided to the IPCB re development of IPCB Constitutional Review Document.

### 9.6 Inaugural Board Meeting and Formation of Board Committees

The IPCB convened its Inaugural Board Meeting on Wednesday 25<sup>th</sup> June 2014, and at its 3<sup>rd</sup> Meeting convened on 4<sup>th</sup> November 2014, agreed to the setting up of the following Committees in accordance with section 4(2) of the IPCB Regulations, 2013 and section 10 of the IPCB Standing Orders:-

<b><u>Complaints Handling Committee</u></b> – comprising:-		
Mr Bryma Kebbie	-	Chairman <sup>10</sup>
Ms Doris Saffa Nyangbe	-	Member
Rev Dr Usman Fornah	-	Member
Mr Rashid Kabba(CHO)	-	Co-ordinator

#### **Terms of Reference**

The Committee shall perform oversight functions as provided in the IPCB Regulations 2013, Standing Orders and Guidance Manual.

<b><u>Investigations Committee</u></b> – comprising:-		
Mr. Elvis Kargbo	-	Chairman
Mr. Teddy Williams	-	Member
Mr. Shollay Davies	-	Member
Mr. David Farma (IO)	-	Co-ordinator

#### **Terms of Reference**

The Committee shall perform oversight functions as provided in the IPCB Regulations, Standing Orders and Guidance Manual, and in addition, review and prioritize complaints investigations in order to enhance efficiency and, ensure that the review process applies consistent criteria focusing on complaints which either contain extremely serious allegations, or which stand the best chance of being investigated successfully.

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<sup>10</sup>Mr Bryma Kebbie died on 2<sup>nd</sup> January 2016 and was replaced by Mr Brima Sheriff

#### **Sensitization Committee-** comprising

Mr. Shollay Davies	-	Chairman
All Board Members	-	Members
Mr Amadu Femoh Sesay (CO)	-	Co-ordinator

#### **Terms of Reference**

The Committee shall perform oversight functions as provided by the IPCB Regulations 2013, Standing Orders and Guidance Manual, including advice on public information and education, programming and outreach activities.

#### **9.7 Progress Report on the Operationalization of the IPCB**

On 3<sup>rd</sup> June 2015, a Report titled: **Improving Police Accountability in Sierra Leone**<sup>11</sup>, was presented to H.E. the President. Copies were also extended to the Hon. Vice President and Chairman of the Police Council, the Minister of Internal Affairs and Parliament.

This report provided a benchmark against which future endeavours of the IPCB could be measured, and presented a fair picture of the amount of work done under challenging circumstances.

#### **9.8 Training and Capacity Building**

Historically speaking, police oversight and accountability is quite a recent phenomenon in the African region. There are few people that actively operate in the field, and who can boast a complete set of skills, particularly in the area of police oversight.

As an initial step, the Investigations Officer and Complaints Handling Officer in July 2015 attended a UNDP - Sponsored Advanced Human Rights Course on Police Oversight and Accountability in Africa, delivered in collaboration with APCOF, by the Centre for Human Rights, Faculty of Law, University of Pretoria, Republic of South Africa.

This training not only addressed complaints and investigations run by civilian oversight bodies but also allowed the IPCB to begin networking with other civilian oversight structures from other African Countries.

Lack of funds prevented any further training being mounted during 2016.

### **10.0 OPERATIONALIZATION OF THE IPCB**

#### **10.1 Formal Launch of the IPCB**

The IPCB was formally launched by His Excellency the President, Dr. Ernest Bai Koroma, on Tuesday 20<sup>th</sup> October 2015, at the Miatta Conference Centre, Brookfields in Freetown. The occasion attracted over 500 guests drawn from all strata of the social pyramid. This occasion also marked the start of a Nationwide Public Awareness - Raising and Sensitization Programme.

On reflection, it would be safe to say that the Formal Launch went fairly well and in a timely fashion. Audience representation was quite encouraging and drawn from the political leadership including

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<sup>11</sup> Progress Report available on website: [ipcb.gov.sl](http://ipcb.gov.sl)

the Honorable Vice President and Cabinet Ministers as well as from government administration comprising the Inspector General of Police in the company of senior officers, the Military, senior civil and other public servants and a cross section of society. Of significance were the messages conveyed in speeches from the high table, particularly that from H.E. the President which cautioned that Sierra Leone cannot afford to rest on past achievements in Governance Performance; rather actions should be taken to ***'secure our achievements and improve our performances', with 'Building civilian oversight mechanisms, promoting accountability and sustaining peace as central pillars of our actions', with IPCB a 'central component'.***<sup>12</sup>

The public recognition by H.E. the President of the invaluable technical support of the UNDP and ASJP under the challenging circumstance of the EVD was also worthy of note.

The above was complemented by the statement of the former UNDP Country Director Mr Sudipto Mukerjee recognizing ***'... a significant stride forward in Sierra Leone's path in becoming a leading nation in Africa in terms of building its security institutions, ensuring transparency and fostering dialogue on democratic policing.'***<sup>13</sup>

However, the euphoria of a successful launch following in the wake of institution building activities should be tempered by the enormity of the challenges that lay in wait as the IPCB embarked on the next steps.

## 10.2 Pre-Launch Activities

A prelude to the above occasion was a series of pre-launch activities organized by the IPCB in collaboration with APCOF comprising:-

- a. **A 2-day Multi-Agency Nationwide Workshop** held on Tuesday 29<sup>th</sup> – Wednesday 30<sup>th</sup> September 2015 for staff working in civilian oversight and related agencies on the legislation, policies and procedures of the IPCB, ensuring that all stakeholders were conversant with the role and procedures of the IPCB. The workshop also facilitated inter agency co-operation.
- b. **A 2-day Workshop** held on Thursday 1<sup>st</sup> – Friday 2<sup>nd</sup> October 2015 on the Implementation of IPCB Communication Strategy with Staff and Board Members, resulting in an implementation plan for the Strategy.
- c. **A Media Facilitation Event** held on Saturday 3<sup>rd</sup> October 2015, to introduce the IPCB, its mandate, policies and procedures to members of the Fourth Estate.

These raft of activities funded by the UNDP completed the first stage of the IPCB's public awareness - raising and sensitization programme.

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<sup>12</sup>Full text of H.E. the President's Keynote Speech is at Appendix 2

<sup>13</sup>Extract from Statement during Formal Launch of IPCB by UNDP Country Director, Mr Sudipto Mukerjee.

### 10.3 APCOF Advisory Board Meeting

The Chairman, IPCB, was invited to participate in APCOF's Advisory Board Meeting in Rabat, Morocco, 30 November- 1 December 2015, and a Seminar jointly hosted by The Moroccan Organization for Human Rights and APCOF. The Seminar assessed progress made over the past decade in promoting civilian police oversight, and explored the opportunity of establishing civilian police oversight in the Kingdom of Morocco.

IPCB was formally inducted as a Member of the Advisory Board at the Rabat Meeting. The Advisory Board provides strategic direction, bringing the expertise of leading practitioners together to promote a continental agenda and facilitate shared learning and experiences.

### 10.4 IPCB Presentation to the Constitutional Review Committee

The IPCB on Friday 27 November 2015, made a presentation to the Constitutional Review Committee in the form of an advocacy document.<sup>14</sup> This document which was developed by IPCB in collaboration with APCOF, took cognizance of police oversight and accountability within the context of the role and functions of the IPCB. The document clearly advocated the need for civilian police oversight and accountability to be enshrined in the Constitution together with a case made for an Independent IPCB Legislation.

### 10.5 Expert Review on the Proposed Toolkit to Support the Implementation of the Luanda Guidelines - 29 February to 1 March 2016, Johannesburg, South Africa

The Chairman, IPCB was invited to participate in a regional expert review meeting to discuss the draft toolkit in development to support the implementation of the African Commission on Human and Peoples' Rights ('ACHPR') Guidelines on the Conditions of Arrest, Police Custody and Pre-Trial Detention in Africa ('the Luanda Guidelines'). The meeting was organized by APCOF in collaboration with the ACHPR Special Rapporteur on Prisons, Conditions of Detention and Policing in Africa.

Regrettably, financial constraints at the material time prevented IPCB's participation.

### 10.6 Formal Opening of New Office Premises and Launch of Focus Group Engagements Report and Website

The IPCB on Thursday 13th October, 2016 formally opened the recently renovated Headquarters building, and launched the IPCB Website ([www.ipcb.gov.sl](http://www.ipcb.gov.sl)), and the Report on its countrywide Focus Group Engagements (FGEs) at New England Ville, Freetown.

The building was provided by the Government of Sierra Leone and renovated by the UNDP. The latter also funded the development of the IPCB Website.

Delivering the Keynote Address on behalf of the Honourable Vice President and Chairman of the Police Council, the Deputy Minister of Internal Affairs, Rtd. Major Ismail Sengu Koroma stated that the intention of Government was to build a strong independent accountability mechanism for the

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<sup>14</sup>Text of presentation available on website : [www.ipcb.gov.sl](http://www.ipcb.gov.sl)

Sierra Leone Police, stressing that the enactment of the IPCB Regulations represented an 'important milestone' in the process of reforming the security sector in Sierra Leone.

In his remarks, the former UNDP Country Director stated that the IPCB was one of the highly rated national partners of the UNDP, and was pleased with the progress registered thus far within the short period of its existence and in the midst of limited support. He observed that in order to utilize the benefit of the institution and the enthusiasm demonstrated by the IPCB, Government needed to consider additional support which would at best be supplemented by other goodwill partners.

## 11.0 IPCB COMMUNICATIONS STRATEGY

In order to give full effect to its Mandate, and as a primary action, the IPCB in consultation with APCOF developed a Communications Strategy which has defined the messaging architecture, mapped out target audiences, and formulated key message content.

The purpose of the Strategy is to ensure that optimum use of communication is employed to inform on how the IPCB intend giving full effect to its mandate while at the same time, listen to its diverse range of stakeholders, learn from what they are saying, and exploit the opportunities communication offers to secure and maintain public confidence.

### 11.1 Communicating with Complainants

***Di IPCB nor go get woke for do if pipul dem nor make we yeri den complain dem*** – meaning: if there are no complaints from the public, the IPCB will have no work to do. This makes it clear that complaints handling and communicating with complainants are very crucial and central to the work of the IPCB.

Complaints provide a way for citizens to raise concerns regarding the policing services they receive, and serve as a way of alerting police executives to potential problems with individual personnel or with broader organizational and behavioural practices. Police services can then work to provide police officers with better supervision or guidance, or can apply internal disciplinary measures when this is required and appropriate, extending if necessary to the dismissal of police officers and thereby demonstrating their accountability to the public.

Citizen complaints, particularly those involving more serious issues, should not be considered a burden on the police or a distraction from their operational duties, but as both a recourse for citizens to voice concerns about poor policing practices, and as a valuable tool for police managers to understand where their organisations and practices are weak and in need of adjustment.

### 11.2 Call Centre Service Facility

Persistent questions have been asked as to how complainants outside Freetown could gain ready access to the IPCB.

IPCB in the above regard on 1st September 2016, entered into an Agreement with the Post Call Centre Services in partnership with the Sierra Leone Postal Services (SALPOST), to provide Call Centre Service to the IPCB,





**Group Photo of Participants, APCOF Consultants and IPCB staff during a two-day Workshop –Sept., 2015**



**A cross Representation of Senior Military, Police, Civil and other Public Servants at the Formal Launch of the IPCB**



**Front View of the Newly Renovated IPCB Headquarters**



**A cross section of Senior Secondary School Pupils at the Formal Launching of the IPCB**



**A cross section of Female Representation at the Formal Launch of the IPCB**



**IPCB engaging with Parliament on African Young Voices (AYV) TV**  
- Frm L-R: Chairman, IPCB, Hon. Alie Kalokoh, Presenter, Mariama Mansaray and Hon. Alfred Katta



**High table: (from R – L) UNDP Country Director Sudipto Mukerjee, Deputy Min. of Internal Affairs, Rtd. Major Ismael S. Koroma, Dr. Henry Mbawa of JSCO and IPCB Chairman Valentine Collier at the Launch of the IPCB Headquarters, Website and FGE Report**



**A Cross Section of Invitees at the Launch of the IPCB Headquarters, Website and FGE Report**



**A cross section of invitees during the Regional Launches and Community Town Hall Meetings**



**Participants in active discussion during IPCB's Nationwide Focus Group Engagements**



which by harnessing the power of technology provide direct and reliable means to connect complaint calls to the IPCB via the use of mobile phones which are now a common feature in all parts of the country.

As a part of the IPCB Communications Strategy, and included in the Agreement are the setting up of a number of Social Media Platforms, such as, WhatsApp, Facebook, Skype, imo and Viber, which have further widened the reach of the IPCB across communities within the country and abroad.

### 11.3 Citizen Journalism<sup>13</sup>

Citizen Journalism is the dissemination of information by people who are not professional journalists. Citizen reporters do not do this kind of journalism because it is their job, but because of the way they want to help inform and improve society. One problem to guard against is the tendency for citizen journalism to be marred by inaccurate reporting.

Citizen Journalism is not a novelty in Sierra Leone as this method of reporting and news sharing was extensively used to great effect during the Ebola Crisis. The aforementioned is a practical demonstration of the effective use of New Media Technology, such as social networking and media-sharing websites, coupled with the increasing use of mobile phones, making citizen journalism a reality and at the fingertips of people nationwide.

Citizen journalism could in value - added terms be seen as a stanchion of democracy that ends passivity by encouraging citizens and communities at large, to actively participate in civic and welfare issues in their various communities. The opportunity is also provided for marginalized people to reclaim their voices by telling their otherwise silenced stories upfront. The rapid growth in mobile use across the country is improving transparency and giving a voice to the citizens irrespective of socio-economic status.

### 11.4 Engagement with the Media

Media Engagement was one of the main activities of the IPCB starting with a Media Facilitation Event as part of its pre-launch activities held on Saturday 3<sup>rd</sup> October 2015, and organized to introduce the IPCB, its mandate, policies and procedures to members of the Fourth Estate, and in the process attempt at building stakeholder relations and provide a knowledge base that will enhance the spread of accurate information to others and the general public about the IPCB.

The Media (particularly Community Radio Stations) also featured prominently in the IPCB's Regional Launches and Town Hall Meetings in Makeni, Bo and Kenema in November 2015.

Regular contacts and engagements have been maintained with media houses/community radio stations across the country, hosting interview sessions and discussions with top management staff focusing on IPCB's operationalization activities and issues of topical interest most recent of which were the Kabala Town Shooting Incident,

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<sup>15</sup> IPCB Focus Group Engagement Report 2016 at [www.ipcb.gov.sl](http://www.ipcb.gov.sl): paragraph 5.5 – Information Sharing

Opening of its new Office at New England, launching of its Website and the Report on its nationwide Focus Group Engagement Exercise. The IPCB continues to engage the media and the public on a countrywide basis through the Ministry of Information and Communications Press Conferences.

## 12.0 IPCB 5-YEAR STRATEGIC PLAN - 2016 - 2020

### 12.1 Strategic Goal and Objectives of the IPCB

#### I. Description of Strategic Planning Process

A Strategic Plan was developed using a multi-dimensional approach at institution building, based on a series of discussions and workshops held both within the IPCB and with key stakeholders. The plan speaks to the strategic goal and objectives of the IPCB for the period 2016 to 2020 highlighting the IPCB's commitment to developing its capacity and professionalism while increasing its intake of complaints and its performance on investigation.

A Validation Workshop was held on Tuesday 12<sup>th</sup> January 2016 following which the Plan was adopted and published in July 2016.

## 13.0 REPORTING TO PARLIAMENT AND THE PUBLIC

Following the presentation of the progress report on the operationalization of the IPCB titled: Improving Police Accountability in Sierra Leone, to H.E. the President on Wednesday 24<sup>th</sup> June 2015, copies of this Report were forwarded to Parliament through the kind hands of the Ministry of Internal Affairs on 18<sup>th</sup> May 2016.

### 13.1 Maiden Parliamentary Briefing

On Wednesday 25<sup>th</sup> May 2016, the IPCB was granted the opportunity to do a 40-minute power point presentation to Honourable Members, giving an overview of progress made regarding the operationalization of the IPCB.

This maiden presentation had as its objective to engage Parliament and ensure that Honourable Members were briefed on the future endeavors of the IPCB. Going forward, the IPCB should not only be in a position to provide Parliament with regular reports on its operations, but also engage Parliament on any challenges, risks and opportunities that could impact on the work of the IPCB.

The IPCB was appreciative of the interest manifested, particularly the insightful questions posed and words of advice/guidance proffered by the Honourables Ibrahim B. Kargbo, Mohamed K. Tholley, Mustapha Brima and Moses Jorkie, which were well received by the Board. Invaluable contributions made by the Honourables Alie Kalokoh and Alfred B. Katta during the Radio and TV Discussion Programmes the following Thursday 26<sup>th</sup> and Friday 27<sup>th</sup> May 2016 were also appreciated by the IPCB.

The IPCB should also put on record its sincere gratitude to the Honourable Ibrahim Bundu, Majority Party Leader and the Honourable Dr Bernadette Lahai, Minority Party Leader, for co-chairing the session in a bipartisan and exemplary manner.

### 13.2 Parliamentary Oversight Committee on Internal Affairs Briefing

The IPCB on Tuesday 8<sup>th</sup> November, 2016 was invited by Honourable Paramount Chief Bai Kurr Kanagboro-Sanka III, Chairman of the Parliamentary Oversight Committee on Internal Affairs to a meeting, ***'to brief and explain to the Committee about the Report on [its] Focus Group Engagements and any other important matter relating to [the] office'***, and was requested to submit a proposal outlining details of the support required in order to enable it carry out its role and functions as mandated.

In order to bring some direction and perspective to the above process, the IPCB on 15<sup>th</sup> November 2016 submitted to the Committee a write - up at annex 3 giving a situational analysis together with briefing notes on the FGE Report highlighting matters it considered should set the agenda for further public debate on issues of importance raised therein.

## 14.0 EXECUTION OF MANDATE – Departmental Reports

### 14.1 Board and Committee Meetings

Board Meetings were held on a quarterly basis, as well as Emergency Meetings and Committee Meetings which were held as and when situation so demanded.

### 14.2 Complaints Handling

#### 14.2.1 Introduction

As previously stated, the role and functions of the IPCB are to receive and investigate complaints of a serious nature, thereby increasing the public's confidence in policing. In carrying out its work, the IPCB follows best practice in the receipt and management of complaints, ensuring that it manages complaints in a fair and transparent manner. Information on how to lodge a complaint continues to be made widely available. All complaints are recorded and complainants kept informed on progress.

#### 14.2.2 Complaints Management

The IPCB Regulations, 2013 make provision for complaints to be lodged by any person who believes he/she has been affected by the actions of a police officer(s). Complaints can be lodged by a member of the public, a police officer, or a public body, or by a person representing the complainant. A complainant's representative could be a parent, guardian, friend, group of people or a legal professional. Non-governmental or civil society organisations can also lodge complaints on behalf of a complainant. A juvenile (under the age of 17 years) will be required to lodge a complaint through an adult.

### 14.2.3 Review of Complaints Received

Since inception, the IPCB has received 93 complaints from members of the public, all of which were reviewed by the Complaints Handling Committee of the Board.

### 14.2.4 Types of Complaints Received

The data in Table 1 above shows a marked increase in the number of complaints recorded in 2016 than in the previous two years, which was an indication of the heightened public awareness created by the IPCB's nationwide Focus Group Engagements in that year.

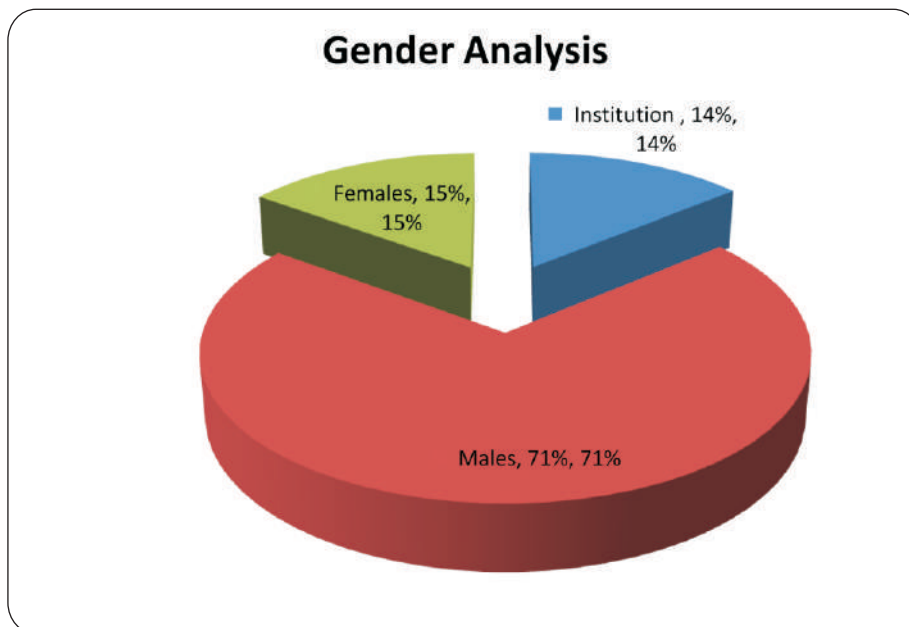
**Table 1: Types of Complaints recorded by the IPCB**

Type of Complaint	2014	2015	2016	TOTAL	Percentage(%)
The death of any person while in the custody of the Police	1			1	1
A fatal road accident in which a police vehicle is involved					0
A shooting incident where a police officer has discharged a firearm or killed a person			3	3	3
*Incidents of injuries, assault or wounding caused by a police officer		4	13	17	16
*Allegations of misconduct involving an officer of the rank of Superintendent or higher	1	8	11	20	18
Any matter involving misconduct by the police referred to it by the Inspector-General of Police where the Inspector-General of Police thinks an independent investigation will be in the public interest					0
*Any matter or incident which it thinks the action or inaction of the police is likely to impact significantly on the confidence of the people in the police	4	10	26	34	37
*Any matter whether remote or otherwise which gave cause for an investigation to be conducted under this regulation	1	4	10	15	14
<b>Grand Total</b>	<b>4</b>	<b>26</b>	<b>63</b>	<b>93</b>	<b>100</b>

**\*NOTE:** These four types of complaints make up more than 50% of the total number of complaints made about police conduct.

#### 14.2.5 Gender Analysis

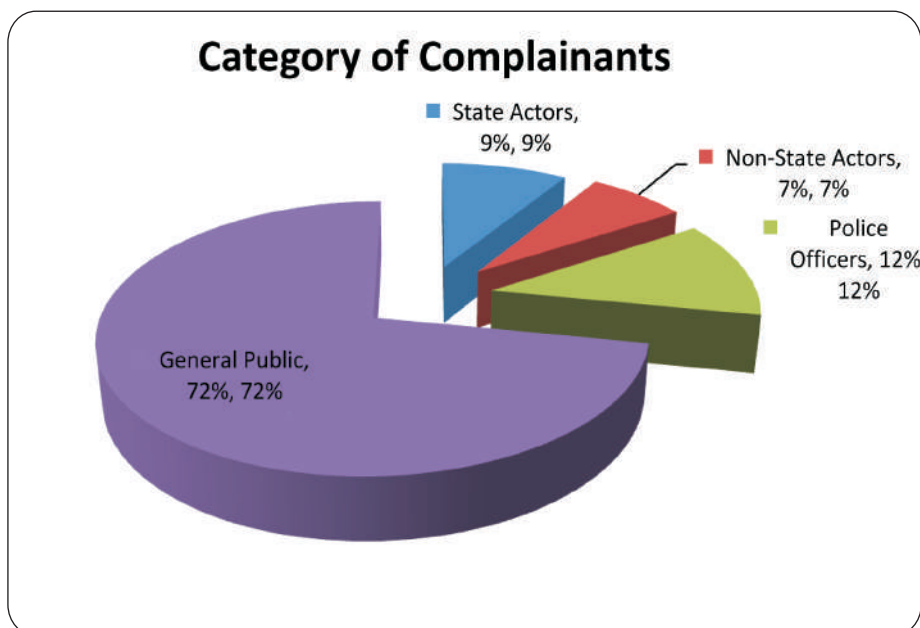
A gender analysis of the 93 complaints received as shown in Figure 1 below indicates that the male gender formed the larger portion, accounting for 71% (66 complaints), whilst the female gender accounted for only 15% (14 complaints). The remaining 14% (13 complaints) were those filed in by various institutions on behalf of the complainants concerned.



Source: IPCB CMS 2014 – 2016

#### 14.2.6 Category of Complainants

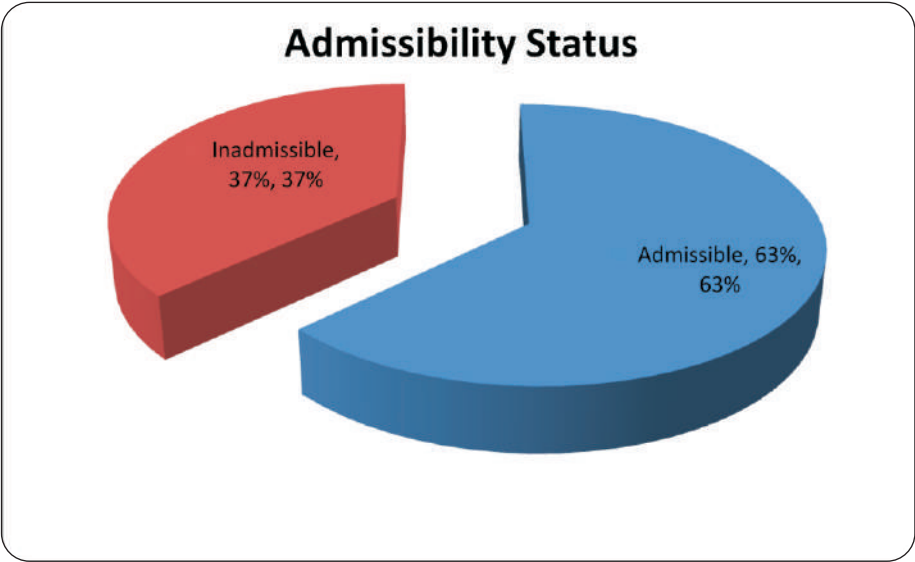
The data in Figure 2 below indicates the category of complainants. More than half of the complainants [67 (72%)] were from members of the public; 11 (12%), 8 (9%) and 7 (7%) were from police officers, state actors and non-state actors, respectively.



Source: IPCB CMS 2014 – 2016

14.2.7 Admissibility Status

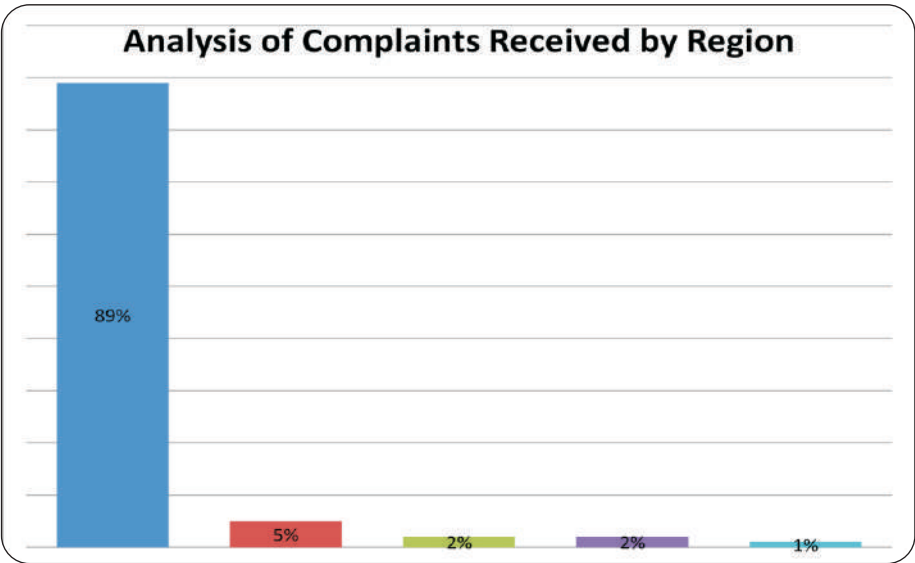
Figure 3 provides a summary of the review and assessment process carried out by the Sub-Committee on Complaints Handling. A total of 59 (63%) complaints (out of the 93 complaints lodged) were found to be admissible and assigned for investigations as provided for under Section 13 of the IPCB Regulations, 2013. The other 34 (37%) complaints which fell outside the mandate of the IPCB were referred to the relevant institutions for appropriate action.



Source: IPCB CMS 2014 - 2016

14.2.8 Analysis of Complaints Received by Region

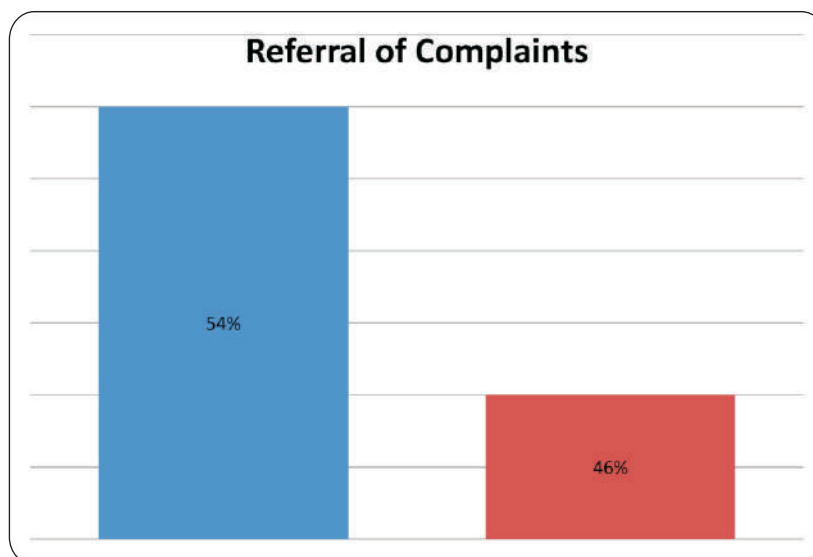
During the period under review, the data contained in the IPCB's Complaints Management System (CMS) showed that 83 (89%) of the complaints received were from the Administrative Capital, Freetown; 5 (6%) were from the Northern Region, whilst the Southern and Eastern Regions recorded 2 (2%) each; 1 (1%) was lodged remotely by email from the United Kingdom as indicated in Figure 4 below.



Source: IPCB CMS 2014 - 2016

### 14.2.9 Referral of Complaints

Out of the 93 complaints received by the IPCB, 24 were outside the IPCB's mandate and were therefore referred to other partner institutions for appropriate action. 13 (54%) of the complaints were referred to the Complaints, Discipline and Internal Investigations Department (CDIID), whilst 11 (46%) which related to administrative injustice were referred to the Office of the Ombudsman as shown in Figure 5 below.



Source: IPCB CMS 2014 - 2016

## 14.3 Investigations

### 14.3.1 Introduction

The Investigations Unit commenced work in earnest upon the recruitment of an Investigations Officer in October 2014, in a bid to enable the IPCB fulfill its mandate as provided for under section 3 (1) (a) to (h) of the IPCB Regulations, 2013 (Constitutional Instrument No. 11 of 2013).

The IPCB also has the mandate to initiate own investigations as provided for under section 9 of the said Regulations, and to investigate complaints referred to it by key partner institutions, such as the Complaints, Discipline and Internal Investigations Department (CDIID)/Sierra Leone Police (SLP), the Human Rights Commission of Sierra Leone (HRCSL), the Office of the Ombudsman and the Anti-Corruption Commission (ACC), among others.

The Investigations Committee, as in the case of the Complaints Handling Committee convenes meetings as appropriate, providing the Committee with flexibility to assess the investigation case load and to provide appropriate advice.

### 14.3.2 Investigation Methods

The IPCB's Standard Operating Procedures (SOP) for Investigations are in accordance with international best practice and provide for the preparation of an Investigation Action Plan in order to undertake the following key steps:



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- (i) Taking a preliminary statement from the complainant;
- (ii) Determining or verifying the identity of any witnesses to the incident;
- (iii) Taking preliminary statements from the witnesses;
- (iv) Determining or verifying the identity of the subject police officer(s);
- (v) Taking preliminary statement(s) from the subject officer(s); and
- (vi) Determining if there is any physical evidence that might prove critical to a full investigation and to establishing the facts of the incident.

#### 14.3.2.1 Investigation Focus

The focus of every investigation is to achieve the under-mentioned objectives:

- a) To determine the role and/or conduct of personnel of the Sierra Leone Police in handling a particular matter, based on the evidence available; and
- b) Submit a written report, with findings and recommendations, to the relevant authorities, as per the IPCB Regulations, 2013.

#### 14.3.2.2 Summoning of Witnesses

As with similar oversight institutions, section 6 (1) and (2) provides for the IPCB to summon witnesses and examine them on oath, and to compel the production of documents and/or information relating to an investigation. Police Officers under investigation are referred to as “subject officers” and are notified in writing, whilst the Inspector-General of Police is informed accordingly, during the process of investigation.

#### 14.3.2.3 Outcomes of Investigations

Outcomes of investigations will either be closed as unsubstantiated, referred to the Director of Public Prosecutions to consider further action in the case of criminal liability, or to the Inspector-General of Police in the case of disciplinary proceedings or other administrative action, as appropriate. Where systemic trends are observed, the IPCB will apply its mind to propose evidence-based recommendations to address or mitigate the said risks. Such trend analyses and annual reports will be made available to the Office of the President, Parliament, MDAs and the Public.

#### 14.3.3 Key Milestones

The first complaint received by the IPCB was a referral dated 8<sup>th</sup> July 2014 from the Office of the Attorney-General and Minister of Justice (AGMJ) and it related to a ***“death in police custody”*** at the Approved School Police Post, Wellington, Freetown. The investigation was completed in March 2016 and the Conclusions and Recommendations were sent to the AGMJ, the Director of Public Prosecutions (DPP) and the Inspector-General of Police (IGP) for their consideration, as appropriate. One of the Recommendations made to the IGP was to consider invoking disciplinary proceedings against the subject officers concerned. The said Recommendation was adopted and action taken accordingly.

Another major investigation which was partly concluded on 14th December 2016 related to violent confrontations between personnel of the Sierra Leone Police (SLP) and some youths in Kabala Town, Koinadugu on Tuesday 16<sup>th</sup> August, 2016 resulting in fatalities. The first Investigation Report with Conclusions and Recommendations has been sent to the DPP and the IGP for action, as appropriate. The second component of the investigation is being dealt with.

Aside from the above, the IPCB has been making several on-the-spot interventions on behalf of Complainants at various levels, and continues to maintain cordial relations with the CDIID and other partner institutions in resolving complaints.

#### 14.3.4 Summary Analysis of IPCB Investigations as at December 2016

Summary	
*Number of Investigations Concluded	<b>1</b>
**Number of Investigations partly Concluded	<b>1</b>
Number of Investigations on-going	<b>18</b>
***Number of outstanding Investigations	<b>37</b>
<b>Total Number of Investigations</b>	<b>57</b>

Notes:

- i) \*The IPCB is yet to receive feedback on the Recommendations made to the AGMJ and DPP on the said File.
- ii) \*\*This relates to the Shooting Incidents in Kabala Town on Tuesday 16<sup>th</sup> August, 2016 which resulted in fatalities and wounding. The first component dealing with the fatalities has been completed, whilst the second component dealing with wounding is now on-going.
- iii) \*\*\*This refers to Files which cannot be processed due to inadequate personnel to carry out the investigations.

#### 14.3.5 Main Challenges

The Investigations Unit has been experiencing some challenges which include, but are not limited to, the following:

- a) A certain level of reticence by some government functionaries to comply with Witness Summonses and/or to produce documents/provide information during investigations;
- b) Managing Complainants' expectations in the face of inadequate personnel, resulting in inordinate delays in the investigative process and an ever-increasing back log of Investigations;
- c) Lack of mobility causing additional delays in undertaking field investigations.

### 15.0 PUBLIC AWARENESS-RAISING AND SENSITIZATION

#### 15.1 Regional Launches and Town Hall Meetings

The second stage in the IPCB's public awareness-raising and sensitization programme involved Formal Launches in the Regional Capitals of Makeni, Bo and Kenema on Monday 19<sup>th</sup>, Tuesday 20<sup>th</sup> and Thursday 22<sup>nd</sup> November 2015 respectively, followed in each instance by 2 - hour Town Hall Meetings which were broadcast live followed by radio discussion/phone-in programmes. Participants were drawn from a cross section of society with vulnerable groups afforded adequate representation.

Initial attempts at building a credible base within communities were addressed via these town hall meetings. IPCB employed this method to provide a medium of face- to- face encounters with communities which were highly interactive. Information - sharing and getting feedbacks were the main features.

From the very start, the issue of credibility surfaced with some amount of cynicism; the reason being that so many have been there prior to the advent of the IPCB, bequeathing a consistent legacy of platitudes and unfulfilled promises.

IPCB countered that it was for that very same reason that the town hall meetings were convened right after the launch ceremonies, providing the opportunity for face-to-face encounters with cross sections of communities to introduce and inform them on the Mandate and Activities of this brand new organization, and provide them with a *'listening ear'* by coming together to discuss matters of common concern and, at the same time, giving IPCB the opportunity to collect feedbacks which will help guide the manner in which it would deliver on its Mandate. The message was also conveyed that plans were underway for Focus Group Engagements at District level in early 2016.

It is worth noting that during the town hall meetings, the issue was raised from the floor regarding the limited nature of IPCB oversight responsibilities as it did not cover Chiefdom Police and City Council Police formations. This caused the IPCB to do a re-write of its presentation to the Constitutional Review Committee addressing the matter under the caption *'Oversight of other 'policing agencies' operating in Sierra Leone'*<sup>17</sup>. In terms of feedbacks gained, the above intervention which was one among many, was an encouraging sign of communities getting involved, though it was still early days yet.

These meetings thus gave effect to IPCB's Communications Strategy in which it is stated that external oversight bodies like the IPCB, were more likely to be successful if they had community and political support, and the involvement of Civil Society. A civilian oversight body would often need to conduct significant community outreach programmes to ensure that members of the public were aware of its role and functions.

Engagement with Civil Society organizations should also enhance the capability of the IPCB. Regular consultation with Civil Society, especially where Civil Society has significant community outreach or monitoring capacity, could dramatically enhance the effectiveness of the work of the IPCB. Working with Civil Society bodies could be a force multiplier and the IPCB stands to benefit from access to expertise, training, research and input into reform policies.

Lessons learnt from the above engagements did help the IPCB organize and plan its third stage activity encompassing the twelve (12) Districts and the Western Area (Rural & Urban).

## 15.2 District Level Focus Group Engagements

This activity formed the third stage of the IPCB's public awareness-raising and sensitization programme, and was originally planned to take place in December 2015/ January 2016. Inordinate delays in securing donor funding only allowed the activity to start in March 2016.

### 15.2.1 Modus Operandi

These FGEs (or Community Outreach Meetings) allowed the IPCB in a 'top-down and bottom-up' approach, to meet people in various communities across the country. In true consultative style, heard first-hand, wide-ranging concerns and opinions of the citizenry the sum total of which was

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<sup>17</sup>IPCB Presentation to the CRC: Chapter 4 LIMITATIONS IN THE CURRENT LEGISLATIVE ARCHITECTURE, paragraph vi.- Oversight of other 'policing agencies' operating in Sierra Leone; at [www.ipcb.gov.sl](http://www.ipcb.gov.sl)

captured in the Report. IPCB entertains the hope that the Report will not be taken as 'an end in itself' but serve as a catalyst to open up a public debate working towards developing and eventually sustaining a durable relationship of trust and confidence between the Sierra Leone Police and the Community at large.

A diverse selection of participants drawn from cross sections of communities and key strategic partners were randomly selected within each of the twelve Districts and the Western Rural and Urban Areas to constitute groups of up to twenty-five (25) with vulnerable groups afforded adequate representation as at Appendices 4 & 5.

#### 15.2.2 Poser

It is generally the requirement for focus groups that audio recordings of sessions should be done to help with accurate report writing and reference purpose. This approach presented a tricky situation as the very act of recording might just serve to impair meaningful contributions from the floor. Participants might not be candid enough when they know their comments could be attributed to them individually. This is more evident when juxtaposed with local condition and cultural settings.

The alternative approach of non-attribution was therefore decided upon since that medium created the environment where participants felt free to talk openly and gave honest opinions on condition of anonymity. Participants were actively encouraged to not only express their own opinions, but also respond and have exchanges with other participants.

#### 15.2.3 Expected Outcomes

It was expected that the FGEs would significantly inform the IPCB's strategies for influencing widespread behavioural change, as well as enhancing effective service delivery particularly in Complaints Handling and Investigations.

#### 15.2.4 Findings, Inferences and Conclusions

The findings, inferences and conclusions as contained in the FGE Report, would be utilized to instigate research, policy reform and advocacy work, among other things.

The IPCB on Tuesday 6<sup>th</sup> September 2016 held a verification exercise for the draft FGE Report to which three representatives from each District and the Western Area (Rural & Urban) were invited to participate. So far due to severe financial constraints, IPCB was only able to produce a hundred hard copies for very limited distribution. Copy of FGE Report is at [www.ipcb.gov.sl](http://www.ipcb.gov.sl)

Following the conclusion of the Focus Group Engagements, plans are now in hand to move on to the fourth stage of Outreach activities at Chiefdom and Ward levels.

## 16.0 BASELINE SURVEY

During the FGE exercise, a baseline survey was conducted to have a perception of public opinion on policing standards and comportment in the discharge of police duties across the country, and about the IPCB itself. The survey in the main targeted lay communities to elicit from the knowledge of participants, opinions and attitudes based on the experiences of what obtains within their local communities. This survey offered a broad perspective of the opinion and attitudes of communities that should help the IPCB relate its performance to their wants and desires.

Paucity of resources did put a limit on the size of the target audience. In mitigation, and in order to ideally capture data from a statistically representative sample of the target population, the survey put together a diverse selection of participants drawn from cross sections of communities, stakeholders and other key strategic partners from within each of the twelve Districts and the Western Rural and Urban Areas. Three hundred and seventy- five (375) questionnaires were administered. Two hundred and ninety –four (294) were returned and analysed.

The following is a summary of the survey findings:

### Police-Community Relations

- \* 17.7% stated that police service within their communities or places of business was very effective; 59.2% stated it to be effective; 23.1% stated it to be ineffective.
- \* 75.5% confirmed to have assisted the police in the performance of their duties; 25.2% did assist the police in quelling unrest; 52.4% did assist the police by providing them with information; 22.4% did not assist at all.
- \* 56.8% stated that community efforts to assist the police were accepted, with 31.1% stating otherwise.
- \* 37.1% did lodge complaints with the police about misconduct; 62.9% did not.
- \* Amongst those that had lodged complaints with the police, 32.3% stated that the outcome was satisfactory, whilst 33.7% stated they were not satisfied with the outcome.
- \* 28.9% were satisfied with the way they were treated when stopped/questioned by the police; 71.1% were not satisfied with the way they were treated by the police.
- \* 36.4% of young people were actively involved in community safety and policing; 63.6% were not involved in any community safety and policing.
- \* 58.2% of respondents were aware of police abuse within their communities; 41.8% were not aware of any such abuses within their communities.
- \* 30.6% had personally witnessed an abuse, arbitrary arrest and/or detention; 18.0% personally witnessed acts of extortion; 13.3% had personally witnessed other forms of abuse.



- \* 25.5% believed those abuses occurred very often; 28.0% believed those abuses occurred often; 46.5% believed they did not occur often.

#### Awareness of IPCB's Role and Existence

- \* 31% got to know about the IPCB through Radio/Television/Newspapers; 55.7% through public meetings and hand-outs; 13.3% through other means/forms.
- \* 67.9% agreed the IPCB will deliver on its mandate; 3.9% did not agree; 28.2% were undecided.
- \* 76.2% agreed the IPCB will help make the police more credible and trustworthy; 3.7% disagreed; 20.1% were undecided.
- \* 85.7% agreed that their communities would be interested in working with the IPCB as partners; 3.1% were not interested; 11.2% were undecided.

### 17.0 GENDER INCLUSION

The issue of gender balance continues to be part and parcel of the UNDP Project on Security Sector Reform in Sierra Leone and, within the context of its Results Framework and M&E Protocols, has singled this out for action. It had also been made clear that in order to further ensure inclusivity, gender issues should be of cross-cutting relevance and importance. Added to this is the fact that M&E of annual work plans should include gender-sensitive SMART indicators that will facilitate effective monitoring.

Also, Pillar 8 of the Agenda for Prosperity<sup>18</sup> has already made clear the objective to empower women through inter alia, increasing their participation in decision-making in public, private and traditional institutions. GoSL commitments in this regard are clearly laid out in Section 3.8.2 – Gender Sector Objectives and Strategies.

The IPCB in all its endeavours has always kept in full focus the issue of gender inclusion and balance. This was demonstrated during the Formal Launch in Freetown, with special invitations extended to women organizations/ pressure groups, senior secondary school pupils of which 50% were girls and 20% plus women from the MDAs and the public at large.

In the Regions, there was an average of 30% female participation, with female speakers at the High Table during Launch Programmes in Makeni, Bo and Kenema. Women voices were also active during Community Town Hall Meetings. At the District level for the Focus Group Engagements, female participation averaged 20%.

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<sup>18</sup> The Agenda for Prosperity; Sierra Leone's Third Generation Poverty Reduction Strategy Paper (2013-2017)

## 18.0 PROCEDURES AND PROCESSES

### 18.1 Memoranda of Understanding

The IPCB, mindful of the need to ensure that there is no duplication of effort or overlap of mandates with the SLP, HRCSL and the OO, found it necessary to put in place formal agreements in the form of MoUs, establishing official partnerships which though not legally binding, yet carry a degree of seriousness and mutual respect expressing a convergence of good will amongst the parties.

### 18.2 Transitional Arrangements

As the IPCB currently has very limited operational / investigative resource, the MoUs did also describe transitional arrangements to be in place to enable the IPCB effectively carry out its mandate, and at the same time maintain public confidence.

These include arrangements whereby at the request of and under the supervision or direction of the IPCB, the SLP may undertake investigations on behalf of the IPCB. As the IPCB's operational capacity grows, the requirement for such an approach to the management of cases will diminish, and the scope for undertaking fully independent investigations will increase.

It should be noted that the approach adopted by the IPCB towards the above regard, is one of collaboration and partnership, and to date all relevant stakeholders continue to engage in a similar spirit.

## 19.0 RESOURCE MOBILIZATION

The operationalization of the IPCB and its future activities will no doubt require adequate resources. Donor funding has been IPCB's mainstay in terms of capital investments and to some extent its operational costs. Considering the scarce resources at its disposal, the IPCB will continue to explore resource mobilization options to supplement GoSL support during 2017.

Since the enactment of the IPCB Regulations, the UNDP Security Sector Reform (SSR) Project and ASJP became central to supporting government in the operationalization of the IPCB.

The ASJP provided technical and material supports that were very essential at the inception stage of the IPCB. For instance, in 2014, ASJP provided a Consultant, Mr Mark Reber, an ex-Royal Canadian Mounted Police (RCMP) officer with twenty years work experience including service in the RCMP Internal Affairs Branch handling citizen complaints, internal discipline, anti-corruption investigations and police reform. Mr Reber was instrumental in setting up the basic systems and structures of the IPCB, and the writing of the Guidance Manual for Complaints Handling, Management and Investigations which continues to be of much value as a point of reference.

As part of its support, the UNDP has provided the IPCB with office equipment, furniture, a 30Kva generator, a Toyota Land Cruiser, two motor bikes, the Website and the renovated office building at New England Ville.

In the course of 2017, the IPCB will continue to pursue additional support from UNDP and explore funding options from other development partners to supplement resources from GoSL. This will be anchored through the development and implementation of a resource mobilization strategy.

Given below is a summary of GoSL and Donor support covering the period 2014 to 2016:-

<b>Government of Sierra Leone and Donor support to IPCB</b>				
	<b>2014 Le</b>	<b>2015 Le</b>	<b>2016 Le</b>	<b>Total Le</b>
<b>Funds from Government of Sierra Leone to meet Operational Costs</b>	<b>200,000,000</b>	<b>625,000,000</b>	<b>630,861,519</b>	<b>1,455,861,519</b>
<b>United Nations Development Programme (UNDP)</b>				
	<b>2014 Le</b>	<b>2015 Le</b>	<b>2016 Le</b>	<b>Total Le</b>
<b>Short term</b> Funding for IPCB's Sensitization and Launching programmes in Sept/Oct 2015		<b>111,460,230</b>		<b>111,460,230.00</b>
<b>Other Donations in kind:</b>				
Office Furniture and Equipment for initial set up of the IPCB office	180,940,000			180,940,000.00
One Toyota Land Cruiser	158,554,728			158,554,728.00
30 Kva Lister Generator	67,200,000			67,200,000.00
Staff Training – in Pretoria, South Africa		54,740,780		54,740,780.00
Two Motorcycles - Bajaj Boxer		9,173,964		9,173,964.00
Building renovation and fence construction <b>completed in 2016</b> Cumulative total of cost spread over 2 years			753,460,500.31	753,460,500.31
Formal Opening of office premises and launching of FGE validation report; 13 Oct 2016			34,250,000.00	34,250,000.00
<b>Total Value of Support from UNDP (in Leones)</b>	<b>406,694,728</b>	<b>175,374,974</b>	<b>787,710,500.31</b>	<b>1,369,780,202.31</b>

UNDP/APCOF Consultancy AGREEMENT to support the Operationalization of IPCB to undertake core functions	\$126,400	\$57,200		\$183,600
<b>Total Value of Support from UNDP (in USD)</b>	<b>\$126,400</b>	<b>\$57,200</b>		<b>\$183,600</b>
<b>Access to Security and Justice Programme</b>				
	<b>2014 Le</b>	<b>2015 Le</b>	<b>2016 Le</b>	<b>Total Le</b>
Focus Group Engagement in 12 Districts			45,544,346.59	45,544,346.59
Donation in Kind (printing of brochures. Bumper stickers, banners and IPCB progress report)		36,854,500		36,854,500.00
<b>Total Value of Support from AJSP</b>		<b>36,854,500</b>	<b>45,544,346.59</b>	<b>82,398,846.59</b>

## 20.0 CHALLENGES AND CONSTRAINTS

The need for effective and credible police accountability which is a strategic objective of Government is now a reality in Sierra Leone. The IPCB is in its infancy and is faced, as with other police oversight bodies, with a difficult and sensitive mandate.

Based on an assessment of its first year of operations, the IPCB has identified the following challenges and constraints, which if not addressed will hamper it from delivering on its mandate. Key among these are:-

- I. Very low staffing level combined with paucity of funds to meet operational costs. At current capacity and financial resources the IPCB will be hard - pressed to perform effectively while at the same time will continue to be under increasing public pressure to deliver on its Mandate following its successful launch in October 2015 and its on - going public sensitization and awareness-raising activities.

The staffing situation since October 2014 is as follows:-

- \* Board Secretary
- \* Accountant
- \* Investigations Officer
- \* Complaints Handling Officer
- \* Communications Officer

Several appeals made over the years to the Ministry of Finance and Development for additional staff only yielded some dividend in September 2016 when approval was granted for the following recruitments to be done in 2017:-

- \* Senior Investigations Officer X 1
- \* Outreach Officers x 3 (North, South & East Regions)
- \* Accounting Assistant x 1
- \* Administrative Assistant x 1
- \* Driver x 1

The 2017 quota also fell short of the minimum staffing requirement projected in the IPCB Strategic Plan as stated below:-

- \* Senior Complaints Handling Officer
- \* Senior Communications Officer
- \* Audit and Risk Officer (M&E)
- \* Investigations Officers x 2
- \* Complaints Handling Officer.

#### ii. Mobility

There is a dire need for additional vehicles to add to the only one now in use to facilitate the work of the Board as it continues to expand its reach countrywide.

#### iii. Complaints Management and Investigations

Statistical evidence provided in **Section 14.3.4 Summary Analysis of IPCB Investigations** of this Report, show the increase in the Board's activities in Complaints Management and Investigations.

The accumulating backlog brought on by paucity of staff and lack of mobility is already having a telling effect on the credibility and output of the Board. This is a risk factor that the IPCB is hard pressed to deal with, and might just sound its death knell if not addressed.

## 21.0 ATTEMPTS AT BUILDING POLICE ACCOUNTABILITY

IPCB acknowledges that building police accountability will not be an easy task. Just as policing is multi-faceted and challenging, so is policing accountability.

The IPCB is fully aware of the risk of being seen by the Police as its antagonist. On the other hand, there is also the need to attend to complaints from the public. It is therefore essential that the IPCB carries out its functions to the highest standards, and through robust organizational and investigative practices, provide the citizens of Sierra Leone with some means of protecting themselves against poor or abusive police practices.

Relatively speaking, police oversight and accountability is quite a recent phenomenon in the African region. There are few people that actively operate in the field, and who can boast a complete set of skills, particularly in the area of police oversight.

The establishment of the IPCB in Sierra Leone however has the advantage of being able to build on lessons learnt from the establishment of civilian oversight bodies elsewhere in Africa. In this regard, APCOF has in a commendable manner used its network and specifically its relationships with the Independent Police Oversight Authority (IPOA) in Kenya and the Independent Police Investigative Directorate (IPID) in South Africa and draw international best practice into the support for the IPCB both directly and indirectly through building relationships between the IPCB and the IPID and IPOA.

The next logical steps are to significantly improve the operational capacity to enable the IPCB to achieve its mandate, and in the process, develop and sustain a relationship of trust and confidence between members of the Sierra Leone Police (SLP) and the community, these being prerequisites for both enhanced community safety and police legitimacy in a democratic society.

## 22.0 CONCLUSION – Looking Past Year One

The IPCB is prepared to build on whatever the gains were made during its first year of operation. The IPCB during the process of institution building, had in collaboration with the UNDP and APCOF and enriched by guidance from Board Members coupled with experiences gained from its Regional Town Hall Meetings and Countrywide Focus Group Engagements, is now positioned to build on these gains in the second year of its operations. The IPCB is also aware of growing public concern over the fact that the IPCB after investigations could only '**make recommendations**' thereby limiting its capacity to enforce compliance.

During its second year of operation, the IPCB focusing on the following:-

- (a) will continue to press for the filling of outstanding vacancies as projected in the Strategic Plan for 2016, together with current vacancies for 2017 to enable it expand internal capacity to execute the Board's core mandate key among which is the concluding of investigations into the huge backlog of cases and issuing reports of findings and recommendations in respect to these complaints;
- (b) will in consultation with the PSC, Ministry of Finance and Economic Development, PSRU, review its Work Study of 2015 with particular reference to the organizational structure, optimal staffing levels, career progression plan and job descriptions and specifications;
- (c) contingent on positive outcomes from (a) and (b) above, will expand internal capacity to execute the Board's core mandate that will enable it conclude investigations into the accumulated backlog of cases and issuing reports of findings and recommendations in respect to these complaints;
- (d) will embark on a fourth stage of Public Awareness-Raising and Sensitization starting with Workshops and Town Hall Meetings in each of the Regional Capitals and the Western Area;
- (e) Resource Mobilization - identify training needs, and sponsorships for appropriate training courses;
- (f) will establish modalities for the decentralization of its services;
- (g) will review its operations with the objective of improving performance and staff productivity;
- (h) funds permitting, convene consultative meetings with key stakeholders, at least twice a year for feedbacks.



# Appendices

## Appendix 1

### 103a: Resolution on Police Reform, Accountability and Civilian Police Oversight in Africa

The African Commission on Human and Peoples' Rights at its 40<sup>th</sup> Ordinary Session held in Banjul, The Gambia, from 15<sup>th</sup> to 29<sup>th</sup> November, 2006,

Being aware that police forces throughout Africa play a critical role in the maintenance of law and order, the administration of justice, the respect for the rule of law and enhancing peace and the security of persons and property in every state,

Noting, that policing is increasingly recognized as a basic foundation in building democracy, promoting human and peoples' rights, without which democratic practices, economic, and social development and the promotion of human rights are constrained and even jeopardized,

Recognizing, that the establishment and existence of many police forces in Africa trace their history from laws and practices which originate from the past colonial experience of our continent,

Concerned that in many of the African States, there exist no independent policing mechanisms, to which members of the public may report police misconduct and abuse of their powers for redress and that where they do, they are directly under the police authorities,

Recognizing that Police forces in African states, which do not have independent oversight mechanisms require reform in order to become effective instruments of security, safety, justice, and respect for human and peoples' rights across the continent,

Further recognizing, that a wealth of local knowledge and experience on policing reform in Africa is available to inform emerging reform initiatives,

Noting that accountability and the oversight mechanisms for policing forms the core of democratic governance and is crucial to enhancing rule of law and assisting in restoring public confidence in police; to develop a culture of human rights, integrity and transparency within the police forces; and to promote a good working relationship between the police and the public at large,

Encouraged by the initiative taken in the formation of the African Policing Civilian Oversight Forum (APCOF), through the collaboration of Civil Society and State Civilian Police Oversight agencies, as an African initiative to promote police reform and with it the building and strengthening of civilian police oversight in Africa,

The African Commission on Human and Peoples' Rights:

1. Calls on State Parties to the African Charter to take measures in terms of Articles 1 and 5 of the African Charter, to ensure that police forces respects the dignity inherent in the individual during the discharge of their duties in the maintenance of law and order;
2. Calls on State Parties to the African Charter to adopt laws and regulations implementing the guidelines contained in the Resolutions of the African Commission on the Guidelines and Measures for the Prohibition and Prevention of Torture, Cruel, Inhuman and Degrading Treatment or Punishment in Africa, otherwise known as the Robben Island Guidelines, as far as they relate to Policing in Africa;
3. Urges State Parties to the African Charter to establish independent civilian policing oversight mechanism, where they do not exist, which shall include civilian participation.

## Appendix 2

KEYNOTE ADDRESS BY HIS EXCELLENCY  
DR. ERNEST KOROMA  
FORMAL LAUNCHING OF THE INDEPENDENT POLICE COMPLAINTS BOARD  
AT THE MIATTA CONFERENCE CENTRE, BROOKFIELDS  
ON TUESDAY 20TH OCTOBER 2015 AT 10.00 AM

Mr. Chairman, Mr. Vice President, Ministers of Government, Honourable Members of Parliament, members of the Diplomatic and Consular Corps, our development partners, leaders of Political Parties here present, our Traditional and Religious leaders, the Chairman and members of the Independent Police Complaints Board, ladies and gentlemen.

We are gathered here today to further strengthen our reform of the Sierra Leone Police. Our police is now amongst the best in West Africa; honored for ensuring that our country is one of the safest places in the world, lauded for its contribution to peace keeping and acclaimed for the caliber of its senior management.

But no institution is perfect. And it is best practice to put in place independent mechanisms to make agencies like the police better. Our launch today of this Independent Police Complaint Board is part of our actions for making our 'Force for Good' a force for 'best practices and a force greater accountability for the people of this country.

Already our actions are yielding great results. The latest Mo Ibrahim Index on Governance shows that Sierra Leone's best performances are in Safety and Rule of Law, ranking 5th in the sub region. Within the Safety and Rule of Law category, Sierra Leone performed best in National Security, scoring 82.9%. In the Participation and Human Rights category, the country scores 60.8 which again puts Sierra Leone on the 5th position in the sub region.

But as a government committed to doing more, we are taking actions to secure our achievements and improve our performances. Building civilian oversight mechanisms, promoting accountability and sustaining peace are central pillars of our actions. Our launch of this Independent Police Complaint Board is a central component of these actions for accountability.

The Complaints Board will receive and examine all complaints that fall within its mandate; it shall ensure that citizens have access to a prompt and transparent process for handling and investigating complaints.

The Board will also track complaints proactively to establish whether there are certain discernible trends, patterns of practice or specific locations where complaints are occurring more frequently.

This will allow the Board to use its powers to self-direct investigations and to convene public interest hearings as a way to address the more organizational or systemic types of challenges facing the Sierra Leone Police.

Last June the Board briefed me on progress it has made so far. I noted with satisfaction that even at this formative stage the Board has subjected itself to the oversight role of Parliament and submitted its Progress Report to Parliament. This Progress Report will serve as a benchmark against which the future endeavours of the Board will be measured.

All of these developments have happened in spite of the devastating impact of the EVD. The Ebola outbreak did not deter the Board from forging ahead with its actions. The outbreak did not stop the UNDP and ASJP from providing invaluable technical support. We applaud this determination.

I wish the Board the best in carrying out its mandate and in living up to our collective expectations.

I now have the honor to formally launch the Independent Police Complaints Board.

Thank you for your attention.

## Appendix 3

### PROPOSAL TO THE PARLIAMENTARY OVERSIGHT COMMITTEE ON INTERNAL AFFAIRS

#### 1. INTRODUCTION

Following a meeting summoned by the Parliamentary Oversight Committee on Internal Affairs on Tuesday 8<sup>th</sup> November, 2016, with the UNDP Security Sector Consultant in attendance, the Independent Police Complaints Board (IPCB) was requested to submit a Proposal outlining details of the support required in order to enable it carry out its role and functions as mandated.

Since its full-scale operationalization in October 2015, the IPCB has been undertaking a number of programmes and activities geared towards making it become an effective civilian police oversight body.

This Proposal is submitted for consideration by the above-mentioned Committee in a bid to solicit support for institutional capacity building from the state, development partners and other stakeholders.

#### 2. SUPPORT REQUIRED

The UNDP Security Sector Reform (SSR) Project has been the main source of support in terms of capital inputs for the establishment of the IPCB through a series of focused interventions aimed at ensuring that the IPCB is empowered operationally to perform its core functions. Thanks to their timely intervention at inception, IPCB was provided with office equipment, furniture and stationery requirements plus a brand new Toyota vehicle and two motor bikes.

Given current demands to establish a regional presence across the country and persistent pressure from complainants to resolve the increasing case load at hand, it is now imperative for the IPCB to urgently address the following requirements:

##### I. Staffing:

The IPCB is in its infancy and is faced with a difficult and sensitive mandate. Very low staffing level combined with paucity of funds to meet operational costs has increasingly caused impediments. At current capacity and financial resources the IPCB will be hard pressed to achieve effectively while at the same time will be under increasing public pressure to deliver following its successful launch in October 2015 and initial public education activities.

A detail of current staffing situation is at **Annex i**, and this has been the case since the beginning. Several appeals made over the years as per letters at **Annexes ii a, b, c, d** only yielded some result in September 2016; See **Annex iii**, which will come into effect in 2017. The 2017 quota also falls far short of staffing requirement as projected in the IPCB strategic plan at **Annex iv**.

The limited staff capacity has put the activities of the IPCB in a difficult situation with increasing negative public opinion and belief in our credibility and capacity to perform. Summary analyses of Complaints Received and Investigations Conducted as per **Annex vi a, b** give the reality of the situation.

## I. Mobility:

There is a dire need for transportation facilities to facilitate the work of the Complaints, Investigation, as well as the Communications and Outreach teams, which will require site visits, anywhere in the country, as and when situations so demand.

The IPCB currently has only one vehicle which was donated by UNDP in 2014. Provision was made in the 2016 Budget for the procurement of one additional vehicle, in order to enhance the operational efficiency of the IPCB, but that line item was not approved due to budgetary constraints.

However, following the successful completion of the Focus Group Engagements (FGEs), there is now an urgent need for field trips on outreach and sensitization activities, coupled with the increasing demand to promptly address the huge number of complaints lodged directly with the IPCB, as well as the complaints that will be received through the proposed Call Centre.

## 1. JUSTIFICATION

The IPCB is a non-departmental public body established under Section 158 of the Constitution of Sierra Leone, 1991 (Act No. 6 of 1991). The functions of the 'Board' are set out in section 3 of the IPCB Regulations, 2013.

The role and functions spelt out in section 3 enjoin the IPCB to receive and investigate complaints of a serious nature, and thereby to increase the public's confidence in policing. The IPCB is intended to act as an oversight and investigations body with a national scope and responsibility.

The Regulations establishing the IPCB represent an important milestone in the transformation of the security sector and particularly the Sierra Leone Police. The Regulations also highlight the Sierra Leone Government's commitment to developing a national police accountability framework. However, key to the success of the IPCB is ensuring that the body has the necessary resources and powers to enable it to function as an effective independent oversight body.

## 2. CONCLUSION

This Proposal is accompanied by a Briefing Note on recent activities of the IPCB, with annexures relating to the various areas of support required.

## ANNEXES

- I. Current staffing
- II. Appeals for approval to recruit additional staff
- III. MoFED letter: Authorisation to recruit in 2017 and to include in budget.
- IV. Staff projection 2016 – 2020; extract from IPCB Five year strategic plan
- V. Focus Group Engagement Report: October 2016
- VI. Summary report of Complaints lodged with IPCB and Investigations.

## Appendix 4

### CATEGORIES OF PARTICIPANTS (25) FOR THE FOCUS GROUP ENGAGEMENTS

#### DISTRICT LEVEL

- i. Youth Groups (2)
- ii. Community-Based Organizations (CBOs) (1)
- iii. Civil Society Organizations (CSOs) (1)
- iv. Inter-Religious Council (2)
- v. Market Traders' Union (2)
- vi. Bike Riders' Union (1)
- vii. Motor Drivers' Union (2)
- viii. Traditional Leaders (2)
- ix. Complaints, Discipline & Internal Investigations Dept. (1)
- x. District Office (2)
- xi. Local Government (2)
- xii. Local Policing Partnership Board (1)
- xiii. Women's Organization (1)
- xiv. NGOs – (2)
- xv. SLTU (1)
- xvi. District Security Committee (DISEC) (1)
- xvii. Community Radio (1)

## Appendix 5

### CATEGORIES OF PARTICIPANTS (25) FOR THE FOCUS GROUP ENGAGEMENTS

#### WESTERN AREA – RURAL & URBAN

- i. Community-Based Organizations (CBOs) (2)
- ii. Civil Society Organizations (CSOs) (2)
- iii. Senior Secondary (2)
- iv. Inter-Religious Council (2)
- v. Market Traders' Union (2)
- vi. Bike Riders' Union (2)
- vii. Motor Drivers' Union (2)
- viii. Tribal Head (1)
- ix. Complaints, Discipline & Internal Investigations Dept. (1)
- x. Western Area Rural/Urban Council (1)
- xi. Local Policing Partnership Board (1)
- xii. Women's Organization (2)
- xiii. NGOs – in Advocacy (2)
- xiv. Youth Groups (2)